BARRIERS TO PUBLIC SECTOR INNOVATION

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Abstract

Across the world, confirmed by academic and internal research evidence, Government and public sector organisations consistently display varying degrees of difficulty in generating, developing and implementing innovative ideas. Now, as budgets become tighter, the pressure to fundamentally transform the UK's public sector by relying upon the exploration and adoption of sustainable innovation continues to grow as a policy necessity. Given this necessity, there is a definite, identified need to critically review the literature covering theory development and innovation practice as part of a cultural challenge within the UK public sector to identify the key deep rooted and persistent barriers to public sector innovation to assist in researching potential workable solutions. To facilitate this endeavour this Doctoral study deploys, as per Chapter 3, Ethnographic methods underpinning qualitative thematic template analysis to explore and identify existing innovation barriers from qualitative data collected from the management and staff of a major UK Civil Service Department. The primary objective of this research study is to contribute to the effective improvement in public sector Innovation delivery, via identification of the key barriers via ten literature defined and participant response analysis propositions to facilitate improved innovation generation. In Chapters 2 & 4, by critically showing the linkages between innovation literature and the practical observations and innovation process experiences of public servants, workable solutions as to how the UK's Civil Service can overcome such persistent problems have been explored. This research aims to add value to the wider debate by identifying an environment that supports and encourages the practical generation of public sector innovative ideas and change behaviour. In Chapters 5 & 6, from analysis of the quantitative data, the study identified 18 barrier subject nodes covering a number of themes which appear to inhibit the successful embedding of such innovation practices and processes.

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Douglas S Grant 2016

Declaration

I declare that the work contained in this thesis has not been submitted for any other award and that it is all my own work. I also confirm that this work fully acknowledges opinions, ideas and contributions from the work of others. The work was done in collaboration with a Major National Department of the UK Civil Service.

Any ethical clearance for the research presented in this thesis has been approved. Approval has been sought and granted by the University Ethics Committee on 01 June 2012.

I declare that the Word Count of this Thesis is 69966 words

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Chapter 1: Introduction and context

1.1. Background and motivation

For many, innovation is seen as involving a “Light Bulb”’ moment or inventions that totally reshape the way we think or act, while neglecting the equally important pursuit of innovation in day to- day service delivery. The rationale behind this study is to explore what barriers exist to the generation and exploitation of internal innovation in today’s public sector. The author’s research aims to critically reflect upon this view through examining qualitative data on the experiences of a sample of UK Civil Servants directly and indirectly involved in public service change and innovation.

1.2. Personal context

1.3. Having worked within UK public service change for over two decades the author has experienced first-hand the attempts over the years to harness innovation generating processes and initiatives to improve public service performance and efficiency in line with private sector innovation gains. However despite these efforts, it is still perceived by academia, politicians and the public servants themselves that the internal generation, exploitation and diffusion of such innovations have failed to live up to their potential. However there appears to be little attempt to learn from the opinions, views, observations and experiences of the public servants themselves regarding why internal innovation process appear to continually do not live up to their full potential. That is the reason why the author decided to utilise their “voice” within a qualitative methods within a cultural exploration framework identify the evident barriers to any successful innovation generation with the UK’s public services and explore what recommendations can be identified to tackle such a problem.

Context

Across the world, confirmed by academic and internal research evidence alike, Government and public sector organisations consistently display varying degrees of difficulty in generating, developing and implementing innovative ideas. Now, as budgets become tighter, the pressure to fundamentally transform the UK's public sector by relying upon the exploration and adoption of sustainable innovation continues to grow as a policy necessity. Given this necessity, there is a definite identified need to critically review current theories and innovation practice with a view to research workable solutions to these deep rooted and persistent public sector innovation issues to assist Governments to successfully harness the untapped potential such innovation can realise. To facilitate this endeavour this Doctoral study deploys Ethnographic methods underpinning qualitative thematic template analysis to explore and identify existing innovation barriers from qualitative data collected from the management and staff of a major UK Civil Service Department.

1.4. Innovation in the UK Civil Service

Answers to why the UK public sector organisations appear to consistently fail to harness internal innovation generation over the last seven decades appears to remain largely unexplored. From this it is less than surprising that UK public servants appear also to display a consistent lack of understanding of what innovation actually means for their organisations as well as understanding what barriers they actually face in trying to embed such practices. The literature review will therefore dwell more upon this perspective.

By failing to integrate such innovation activities into the modernisation and delivery of vital public services, such entrenched barriers may be causing Governments to miss opportunities to generate or exploit real innovation driven performance efficiency and cost savings. It is this lack of understanding, this research attempts to tackle. Successful public service innovation can be defined as the creation and implementation of new processes, products, services and methods of delivery which result in significant improvements in outcomes, efficiency, effectiveness or quality. In short, innovation is seen as anything new that works (NAO, 2009, p.2). It appears to be the interpretation of such a definition as problematic. However the UK Civil Service's processes and practices have started to evolve in this direction by adopting continuous improvements with embedded technological innovations, from exploitation of copied private sector innovations to the purchase and development of bespoke technological solutions under "Buy to Innovate" policies (Peled 2001).

The public Services actors as a whole see innovation generation as a way to

- Streamline processes that reduce costs
- increase customer satisfaction with more staff engagement
- increase yield for Government revenues and efficiency
- more empowered workforce
- more professional workforce

(Borins, 2001, p310).

Innovation as a multi-faceted phenomenon must therefore be viewed as emerging from the context of numerous intervening variables, with no simple universal formula existing that can be applied to ensure successful innovation (Borins, 2001, p319). While searching for this complex "holy grail", many academics and researchers have tried to identify the key to harnessing the public sector's untapped innovation

potential. They have also attempted to explore why government agencies appear unable to invest in their own research to internally innovate.

1.4.1. Public sector innovation take-up time-lag?

Academia have also continued to find it difficult to identify why the public sector's take-up innovative capacity continues to lag behind that of the private sector. Aligned with the arguments surrounding this issue the researcher will seek to support this assertion within the literature highlighted in Chapter 2. Employing ethnographic investigative methods and critically analysing qualitative data, documents and observations. The researcher gathered the experiences, observations and opinions of management and staff within a significant UK public service organisation on a national coverage basis.

This study aims by analysing the experiences of innovation, opinions, views and observations of a sample of public servants to make an original contribution to knowledge and understanding of identifiable barriers to progress by exploring the themes evident in proposition linked data while identifying new recommendation and solution pathways to such innovation issues.

1.5. Research questions & objectives

The primary objective of this research study is to contribute to the effective improvement in public sector Innovation delivery. It is proposed that this can be achieved via harnessing improved innovation generation to meet future fiscal and public service delivery challenges. The study aims to deliver this by exploring two key research questions. Throughout the research studies on-going and underlying continuous evaluation of the evidence, it is also intended to tackle emerging secondary research questions. From this a clearer comprehensive understanding and ultimately practical solutions can be identified.

The first research question seeks, by analysing qualitative data against a set of propositions, to identify and model the relationships of a range of internal and external potential barriers to such public sector innovation exploitation. **What are the barriers to creating a culture of innovation evident within the UK Civil Service?**

The second research question seeks to critically reflect upon the emerging findings. **How can the UK Civil Service overcome these barriers to create an environment that supports and encourages the generation of innovative ideas and internal innovating behaviours?**

In response to these questions, this study will critically engage the theories surrounding innovation to clarify the changing positioning of the public sector within the wider research debate. To complete this task the researcher will conduct a robust in-depth ethnographic study of a host Civil Service department drawing effective conclusions from analysis of collated data.

This will enable the identification of the barriers to innovation generation and take-up leading to practical real time solutions that can be implemented and interpreted. These findings will then be critically reflect upon so that the study can make both a professional and an academic contribution to understanding and knowledge.

Chapter 2: Literature review

2.1. Introduction

Just over half (51.5%) of the 167 academic journal articles examining public sector innovation tracked by the extensive Thomson-Reuters database of academic journal publications in the period 1971–2008 were published in the three years: 2006–2008. This growth has continued in recent years especially within the post banking crisis & austerity recession world we experience today. The growth in the volume of the non‐academic literature produced by governments and non-government organisations, although harder to track numerically with the same rigour, also appears to exhibit the characteristics of an emerging field. This recent rise in interest is not dissimilar from that exhibited by the more general literature on innovation (24% of the 1971–2008 output has been published in the 2006–08 timeframe).

Any researcher trying to tackle this subject has to navigate their way through the complexity in inter-linkages between literature categories. These include the changing context of the debate, the theory behind several Business Research disciplines and the vast range of reasons and propositions as to what innovation barriers exist. All reinforce the current explanations as to why public sector bodies find it so difficult to generate innovation for themselves. Focusing on the research questions these propositions must therefore be treated as the start line for engaging with the literature and concepts, with an aim to provide comprehensive coverage of the field, breadth of contextual understanding, critique current thought and theories, engage critically differing viewpoints while maintaining balance (Trafford and Leshem, 2010, p73) and stretching the researcher's thinking and knowledge.

With the underlying concepts surrounding organizational innovation currently appearing not to be well defined within the public sector either academically or in practice further research is definitely required. To meet the demand for reform

torealise real benefits as well as to accelerate change it is clear that a broader understanding of innovation in modern bureaucracies (Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p307-329) is also needed.

2.2. Literature review methodology

This literature review concentrates on the theoretical underpinnings of innovation and relates to 10 research propositions. Critically reviewing academic publications, this has been augmented by referencing 5 published private and public sector Innovation literature reviews spanning the last 80 years of academic study. Covering –

1. Innovation Theory
2. Organisation Theory
3. Public Policy
4. Learning Theory
5. New Public Management (NPM) (IDeA Knowledge 2005, p5).

2.3. Innovation literature

These frameworks are well explored however such a consistent consensus on how innovation is generated and diffused within the last decade has become more fragmented and diverse especially post 2008 global banking and widespread Government budgetary crises.

Disciplinary origins of innovation theory

Historically with its theoretical foundations in the economic troubled three decades of the early 20th century, much of the knowledge about innovation within the private sector was heavily borrowed theory from other academic disciplines. By closely mirroring theories from the natural sciences as well as economics, and business management, classic public administration emulated the approaches of these disciplines with the adoption of classical market innovation theory as the dominant paradigm for both the public and private sectors.

In the 1980s and 1990s with the implementation of New Public Management (NPM) theoretical principles within Government the theoretical paradigm reflected this tradition with its focus upon the theories behind organizational and managerial sciences, on knowledge about organizational psychology, and on the economic, cost-benefit meaning of innovation (Borins 1998, 2000a, 2000b). Even within the dominant For many Classical theory remains as the foundations for robust innovation.

Relying upon this common thread, market focused “Buy to innovate” biased innovation was expected to be delivered via society- supported technology via sophisticated information systems that learn how to communicate with each other (Peled 2001). However when challenged by the financial crisis of 2008, the discrediting of the laissez faire classic theory left a “gaping hole” in the theoretic understanding of innovation under austerity. This left both a theoretic as well as a practical innovation gap for most capitalist modelled public services and economies.

2.4. Proposition 1: Classical Policy driven innovation

With its roots in multiple disciplines, Innovation theory has evolved into an eclectic structure. By conceptually drawing from a wide range of academics and research, Innovation theory can be said to not be rooted in a single discipline or school of thought (Gross, 2010). The theoretical development can be interpreted to reflect this in the form of a number of propositions born from the literature related to the research questions with ten chosen for this study and matched with the core themes identified from the research data analysis findings.

2.4.1. Proposition 1: context: private versus public sector

From a Classical viewpoint policy drivers as a sole force for innovation is viewed as often leading to too much political consideration in innovation search, generation or exploitation. Political agenda takes precedence over practical innovation solutions. Within this, risk becomes something of an unknown to be feared because it is only linked to reputation. Although theoretically simplistic following a fundamental linear model approach, early academic research underpinned by the view that the rate and direction of innovation was determined by scientific advancement, the early academic understanding of innovation processes began its evolutionary journey in a laissez faire capitalist policy framework (Narver, Jacobson, and Slater 1993; Slater and Narver 1995).

2.4.2. Pre-1940s Classical theory debate

As part of the theory behind innovations relationship with the capitalist market and the continuous search for higher profits as one of the cornerstone foundations of private sector innovation, private organisations and businesses engage in innovation search as a basic condition for business, economic and opportunity expansion. To maintain this drive within such bodies' innovation is required in order to improve organizational performance and marketing orientations (Narver, Jacobson, and Slater 1993; Slater and Narver 1995). However within the classical theory underpinning public sector delivery especially between the First and Second World Wars, due to the policy drivers during this period supporting laissez faire minimal Government, the need for innovation has often been questioned as having a limited use in the delivery of essential Government. (Narver, Jacobson, and Slater 1993; Slater and Narver 1995)

In contrast the transition period over the last twenty years between the new managerial theory and developing paradigm of post public management theory, perception on innovation have begun to change to embrace both individual and managerial innovation at organisational and at a growing social level.

2.4.3. Lessons from the private sector

Traditionally a domain of the private sector, public sector innovation in comparison has been a small player. With its longer history and underpinning commercial drive, the private sector is often used as an exemplar for lessons to be learnt for the public policy and service arena.

The commercial environment supplies many significantly different positive features and negative constraints to innovators within that arena especially when compared to the public sector as can be identified in the following table (Table 1, p.30). To make such a literature review manageable the researcher has concentrated upon a select group of key innovation differences. Hood and Rothstein in 2000 and Ling in 2002 refer to three key strands of research:

- **Value** - For private enterprise the ultimate driver of innovation is a clear shareholder value. The public sectors' value lies within the vague concept of 'public interests'.
- **Primary Unit** - Private sector innovation is usually assessed as the enterprise. In the public sector, a complex open system such as urban renewal or criminal justice is usually the primary unit of assessment.
- **Legislation** - With an obligation to operate in accordance with the law, private enterprise contrasts heavily with the legal constraints placed on public bodies limiting both the internal and external mechanisms of innovation.

Private Enterprise innovation activities therefore cannot simply be transposed to a public sector environment. That is not to say that some lessons cannot be learnt though.

2002	2003
Private sector – By exploring these themes, Ling (2002), while providing insights into this issue supplies a warning about adopting pure market based practices and ideas. Different skill sets required at each stage of innovation cycle [Ling, 2002, p630]	Public sector – In considering the key elements of the innovation process in the private sector, Ling in fact identifies three elements that mirror three of the four specified by Mulgan and Albury with regard to the public sector (Mulgan and Albury 2003, p175).
Generating ideas and finding new market places. Single successful innovation does not indicate all right processes are in place	Generating possibilities
Managing innovation - It cannot be viewed with surprise, that given the constraints to policy-makers and in public services, as seen by Ling's research, innovation and its management in the public sector arena is perceived as extremely problematic. Heavy investment in understanding customer's needs and suppliers experiences.	Incubating and Prototyping (mechanisms to develop and manage innovations)

Diffusion of successful innovation. Effective publicity/dissemination of innovation	Replicating and Scaling-up (i.e. diffusion)

TABLE 1 ELEMENTS OF THE INNOVATION PROCESS – PRIVATE VS. PUBLIC SECTOR

Ling refers to most of the private sector innovation “activities” as “skills and competencies”.

The main conclusions of Borins 2001 (Table 2, p31), Ling 2002, Mulgan and Albury 2003, (Table 1, p.30) although facing off to very different arenas are remarkably similar-:

Borins 2001
Successful innovation demands a variety of competencies at all stages of the innovation cycle.
In the public sector innovation appears driven more by process than by public needs while investment in understanding customer’s needs and suppliers’ experiences drives private enterprise innovation.
Without the ability to market success or copy the successes of others, a common practice in private enterprise, learning the lessons from previous innovation successes and failures and the dissemination of these findings within the public sector requires more effective management.
A single innovation success does not indicate you have the processes in place to replicate the success

TABLE 2 ELEMENTS OF THE INNOVATION PROCESS – BORINS 2001

Understanding the relationship between innovation processes in the public sector compared to the private sector is crucial to identifying the theoretical frameworks involved in the processes evolution. Prior to the 2008 Global economic crisis It was said, that innovation in the public sector is understudied and in serious need of research (e.g. Moore and Hartley, 2008, p3-20; Bessant, 2005, p35-42; Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008 p307-29).

Understudied or not, research by such researchers as Evans and Borins in the 1990s took a more intra-organizational perspective (see Evans 1996, p.491-94; Borins1998; 2000.a, p.490-99 b, p.46-74). These views were reflected in much of the research in the subsequent decade which concentrated on best practices and benchmarking comparison within the public Sector.

With much of the last thirty years of research theoretical and encompassing the expansion of global economic players into trying to exploit innovation, the factors surrounding survival risk and innovation or the lack of in public services appears to have been overlooked. Procurement of innovation being a prime example of this.

With its perception of leading to potential turbulent and unexpected impacts and also with an image as a threat to administrative and political stability generations of public Servants and leaders influenced by this Policy driven paradigm viewed innovation as a waste of time and resources (Narver, Jacobson, and Slater 1993; Slater and Narver 1995). Therefore innovation risks should come from the private sector only being transferred to the public sector by normal market forces.

This emerging trend from this classical theory literature appears to direct the research first research proposition towards the following-

Proposition 1: as government has no profit motive, is a monopoly deliverer and has no survival risk, the rate of introduction of pioneering products (modified products), process or delivery innovations is determined only by policy drivers.

2.6. Proposition 2: context – pre-1940 to 1950:

From Schumpeter up to the present day.

Developing breakthrough innovation for government has over the decades proven to be a major problem with hopes being placed on long term innovation. However even that has proven to be problematic especially when policy is connected to democratic cycles. One solution to these issues may be the adoption of incremental innovation at a micro-level in the short term to gradually develop an innovation landscape which has the management and engagement culture to meet long term challenges. The adoption of agile methodologies is only one aspect of this journey. More fundamentally a “root and branch” management and engagement are needed to embed real progress within the UKs public sector.

2.5.1. The Development of innovation theory

Since its emergence in the late 20th Century, the predominant management paradigm and practices within the public sector globally has challenged as a misconception that the sector, being ill-equipped to internally innovate should not even participate in the search to become innovative. This reflects the shared perception by many on what government needs to provide civil society.

With post World War 2 political change came a ground-shift in the theoretical underpinnings of innovation research. Joseph Schumpeter (1934); in the first half of the twentieth century, from 1911 refining his research in 1934, carried out the first systematic study to analyse the processes that underpin innovation as an attempt to explain how they work. From this he identified innovation as requiring a three stage journey: invention, innovation and diffusion. His three stage journey followed thus-

1	Invention: an idea identification or generation
2	Innovation: initial use of the invention within a commercial market
3	Diffusion: the spread of the technology or process throughout the market

TABLE 3 INNOVATION: THREE STAGE JOURNEY (SCHUMPETER, (1911/1934))

Traditionally represented by an S-shaped curve diffusion is highlighted by the market take-up of an innovative product, technology or process commencing its journey to maturity slowly as it vies for this market position. Gathering momentum it achieves rapid diffusion and market maturity, before saturation is reached and sales slow. This slowing however can be overcome by exploiting further incremental improvements and cost reductions (Schumpeter, (1911/1934)); (Stenzel, 2007). This S-curve can also represent technological improvement and has been well documented in a range of technology studies (Schilling and Esmundo, 2009).

Continuous flow innovation with a slow start-up which gathers momentum, and then finally yields diminishing returns is often referred to as **The Linear Model of Innovation**. With its suggestion that the rate and direction of innovation is actually determined by advances in scientific understanding, to maximise new technologies output to try to reach optimal levels industry will need to simply put more resources into R&D (Nemet, 2007) to increase the input of new inventions. This is called **the process of *technology-* or *supply-push***. However as the evolution of innovation theory will show it is not as easy as that in reality.

As for the drivers of innovation, Schumpeter especially in his early work stressed the importance of the individual entrepreneur (Xu, 2007) a feature that the public sector appears to have always lacked. Later Schumpeter put a greater emphasis on

the role of resource rich firms, often larger in scale and with the ability to undertake extensive and effective research and development work highlighted their importance in supporting new technological innovations. By developing the “creative destruction‟ view of innovation, he described the replacement of “Old” firms, industries and products industries by innovative new ones which have widely influential in inspiring current innovation theorists. However, critics argue that Schumpeter was more interested in the consequences of innovation than its causes and that none of his works “contain anything that can be identified as a theory of innovation” (Ruttan, 2001).

2.5.2. 1950s – 1960s: supply-push versus demand-pull

During the theorising around the mid part of the 20th Century, such technology-or supply-push Innovation exploitation especially concerning new technologies, R&D and inventions, were seen as an optimal way, via redirecting resources, for significantly increase economic output and growth. Demand-pull activities: The views that demand for a product and service are more important in stimulating inventive activity than advances in the state of knowledge, however, started to gain favour over these earlier theoretic approaches later in this 1950s paradigm shift. Here, it is economic factors that drive the rate and direction of innovation. Changes in market demand create opportunities for firms to invest in innovation to satisfy unmet needs i.e. demand “steers” firms to work on certain problems (Nemet, 2007). With the alternative view that consumer demand has a greater importance in stimulating invention and innovation, this view of the world quickly overtook its predecessor.

However both the technology-push and demand-pull perspectives have since been challenged as being over-simplistic, and more recent theoretical approaches accept the equal importance of both (Philip Greenacre, P, Gross, Dr. R and Speirs, J , 2012,

p4) They have also been criticised for being incompatible with more complex emerging ideas about interactions, and networks (Nemet, 2007) especially in stressing the importance of more complex, systemic feedbacks between the supply and demand sides (Foxon, 2003).

Aligned to the theoretical underpinnings of the Pre-1940 Private versus public sector provision debate identified under Proposition 1, emerging from the need to innovate during the Second World War and in the post war reconstruction era, with the need to understand technological change, academia drove forward the search for a clearer understanding of Innovation theory aimed at modernisation and the adoption of standards to maintain Government service delivery.

Di Stefano, Giada; Gambardella, Alfonso; Verona, Gianmario, (2012) updated the debate on demand-pull and technology-push innovation. This clarified the role of demand as a source of innovation and entrepreneurial opportunities. Their research highlighted the potential contingencies, both intrinsic and contextual, for leveraging demand and technology as sources of innovation. This illustrated the centrality of interplay between knowledge, resources, capabilities and the external environment as a core aspect of technological innovation.

This development stream for standards in government from the literature directs the research towards the following proposition -

Proposition 2: in its drive to maintain delivery standards, government tends to be less inclined towards encouraging breakthrough innovation (which could lead to a new product standard being adopted).

2.7. Proposition 3: context: Organisation & Bureaucracy

In the UK public services such as the NHS and Civil Service have over the years relied on large “monolithic” bureaucratic structures to deliver Government Services with histories reaching back into the Victoria’s Empire. This is also reflected globally with the post-colonial, US influenced and even communist and post-communist satellite infrastructures still evident today.

However these political constructs appear to be eroding as innovative change sweeps the globe. In the 21st Century such views face many challenges especially in matching Small Business innovation to Government need. Given the cost of technology and innovation much of the “small bureaucratic” solutions adopted over the “modernisation” and change programmes since at least the 1980s have meant that benefits and best practice have often been internalised to meet specific delivery needs.

Best practice has often found it almost impossible to move from these bureaucratic technology delivery chimneys (vertically managed innovation pipelines) even the small ones. However with multiple micro team focused innovations such departments may be able to adopt the same diffusion models as smaller younger public services which have emerged from new policies. By spreading smaller best practice innovation processes it appears possible to reinforce weak internal innovation bringing across government more benefits for investment made; more bang for their buck.

2.7.1. 1950s – 1960s: organisational research

During the early years of the second half of the 20th Century, theoretical research on innovation began to widen its scope embracing fields covering the exploration of where innovation comes from, the influence organisation size may have on the process and how those sources could be cultivated by focusing in part on organisation promotion through effective research and development management and their activities (Xu, 2007). Meanwhile at a Macro level researchers such as Robert Solow, investigated the relative significance of different factors to the growth of national economies in an attempt to understand and estimate the contribution to growth that innovation makes (Solow, 1957). Such studies estimated that the largest contribution to growth did not come from increases in labour or capital productivity, but from a residual element which he identified broadly as technical change i.e. advances in knowledge resulting in economic applications.

Still adhering to linear modelling, Nelson (1959) and later Arrow (1962) examined the question of whether investment levels in R&D were sufficient to meet national economic needs (Nelson, 1959); (Arrow, 1962) concluding that the social returns attributable to R&D investment exceeded the private returns made by the individual firm. The reason for this is that the private innovation may be simple and costless (or at least relatively cheap) for competitors to duplicate so the innovator is not able to fully maximise the returns on its investment from such “spill over" business activities. Such market behaviour unchecked can lead to a reduction in private incentives below those needed for a socially optimal level of innovation (Foxon, 2003) leading to “market failure". However these barriers to innovation may be temporarily mitigated with the employment of patent and copyright law.

2.7.2. 1970s – 1990s: conceptual approaches

From the 1970s over the next 30 years Innovation theory about both large and small organisations began to expand with the evolution of three approaches which added to the understanding of technological change: *induced innovation, evolutionary approaches,* and *path-dependent models* (Ruttan, 2001).

1. Induced innovation approach

The induced innovation perspective emphasises the importance of changes in relative prices in driving the direction of technical change (Greenacre, Gross and Speirs, 2012, p4). This approach also allows analysis of the impact of changes in the economic environment on the rate and direction of the full range of technical change. Demand-pulled with its emphasis on market drivers this model allows key insights to be made regarding changes in the relative price of factors of production and the direct impact this has upon innovation behaviour. Such changes actually impact on an organisations motivation to innovate especially when directed at economising the use of relatively expensive factors. If, for example, labour becomes relatively more expensive compared to capital, then innovation will be directed towards more labour-saving technologies (Foxon, 2003).

2. The evolutionary approaches,

Displaying similarities, path dependency and evolutionary approaches stress the importance of past decisions which may constrain present innovation, whilst the induced innovation perspective emphasises the importance of changes in relative prices in driving the direction of technical change (Foxon, 2003) within an organisation. In addition, these approaches are associated with several concepts that are fundamental to contemporary innovation theory. Building upon the Schumpeterian understanding of innovation, and on the ideas underpinning such *'bounded rationality*" and *'uncertainty'*, this evolutionary perspective characterised technical change as slow-moving, often glacial like incremental in nature, arising from the interaction of interlinked economic, social, institutional and technological variables. As with the movement of glaciers or rock in the natural world, change occurring in one dimension must create tensions within the others, thus triggering further changes and creating continuous feedback loops between the different dimensions (Stenzel, 2007).

Evolutionary innovation with its focus on decision induced constraints can be said to embrace theory surrounding uncertainty under bounded rationality be it technological, resource, competitive, supplier, consumer and political driven (Philip Greenacre, Gross, and Speirs,, 2012, p4). In a world of imperfect information decision makers operate under severe time and processing ability limitations. Thereby their behaviours generally shun radical and disruptive innovation while favouring incremental product or process development (Greenacre,, Gross, and Speirs, 2012, p5).

Bounded rationality

Due to a limited ability to gather and process information, individual or market focused organisational decision makers included in firms have to operate within a bounded environment governed by rational rules and behaviours (Nelson., & Winter, 1982). Decisions however rather than being absolutely rational or profit-maximising in nature, are often made to satisfy subjective needs or to meet their most important criteria. These are often also balanced against what they are willing to forego, or sacrifice to meet their goal, i.e. they "*satisfice*" rather than optimize (Nelson, & Winter, 1982). Nelson & Winter (1982) terms these as "*routines*" i.e. any technical, procedural, organisational or strategic process or technique used by a firm as part of its normal business activities, for example, its R&D strategy. Typically changing gradually via a process of searching for better techniques and practice, routines have become a standard innovation search process within both the private and public sector. Such search processes under bounded rationality, usually turn away from radical innovation to search for incremental improvements to maintain output increases at a sub optimal level but still improving. The problems for innovation within this environment though lie with its confusion with continuous improvement methodologies and also that business expectations of the future are fundamentally influential on current decision-making so need to be accounted for in every routine focused change decision.

Innovation can also be impacted by uncertainty about future markets, technology potential and changing regulatory environments. Businesses expectations can be moulded by these factors which will influence the directions of their innovative searches. As expectations are often implicitly or explicitly shared between firms in the same industry, this helps to explain why the technologies in specific industry groups follow particular trajectories (Foxon, 2003).

Uncertainty and innovation

Technologies that are still in an early phase of development (Meijer et al., 2007) are especially risky and involve decisions with a high degree of uncertainty. However these can signify both the large variety of opportunities that a new technology may have to offer while possessing a threat of not knowing what comes next and not being able to ex ante determine the success or failure of a technological path.

Especially in its early stages of development and marketing, uncertainty also surrounds the socio-institutional market in which the emerging technology will be traded as well as the workings of the technology itself. From user requirements and market demand along with legislative uncertainties concerning current regulation, the uncertainties in the development and implementation of emerging technologies fall into several types: technological, resource, competitive, supplier, consumer and political (Meijer et al., 2007). Both bounded rationality and uncertainty result in mindsets that in general favour incremental innovations to current products or processes.

3. Path dependency approach – implementation of innovation

The idea that the innovation and take-up of a new technology depends on the path of its development was promoted in the work of Arthur and David in the last two decades of the twentieth century (David, 1985); (Arthur, 1994). Fundamentally, path dependence explains how the set of decisions faced by an individual, organisation, business, or system for any given circumstance is limited by the historical decisions already made even if the reasons for the decisions are no longer relevant. This in turn can have a significant influence over the development path of a technology and vice versa (Foxon, 2003). As such innovating entities can become path-dependent.

The innovative process as a product of the so-called path dependency also reinforces it. In the private sector expectations are often implicitly or explicitly shared between different firms in the same industry, giving rise to trajectories of technological development which can come to resemble self-fulfilling prophecies (Foxon and Pearson, 2008). The technologies and institutions co-evolve and mutually reinforce each other. This adaptation of the innovation and the environment in which it is produced leads to so-called socio-technical regimes (Kemp and Foxon, 2007) where the institutions are the social rules and where for significant innovation to occur there must be changes in the rules and the overcoming of potentially considerable inertia. This mutual support between public service bodies however appears sadly lacking.

Meanwhile the path dependent model, akin to the evolutionary approach highlighted earlier with its emphasis on the importance of past decisions, relies heavily upon the conceptual Ideas behind an increasing institutional maturity or technology take up by users, potentially facilitating further innovation adoption to increase returns. Path dependency, for example, can be said to arise from the idea of increasing returns to adoption and also includes the concepts of learning curves and “lock-in“. When coupled with learning by doing innovation strategies and economies of scale improvements such processes can often lead to cost reduction externalities and incremental improvements.

However such path dependency at technological and institutional framework levels does not automatically guarantee positive consequences from all such decisions. Technological dominant design can crowd-out wider innovation adoption; institutional inertia can significantly slow modernisation and slow essential organisational change, and contractual lock-in of incumbent technologies and

systems create barriers which lock-out innovations that may be more optimal reducing the efficient exploitation of innovation opportunities.

2.7.3. 1970s – 1990s: developing towards a systems approach

These induced innovation, evolutionary, and path dependency models since the 1970s as argued by Ruttan (2001) must only be viewed as complementary to the development of a more general systems theory of innovation. At this same time, Nelson and Winter attempted to build a more general theory of innovation (Nelson, 1977); (Nelson, & Winter, 1982) from an evolutionary perspective. Their general theory underpinned by *uncertainty* at its core, particularly early in the innovation process when a multitude of problem resolution options or user needs exist also relies upon an *institutional structure* for the provision of incentives or the creation of innovation barriers.

Searching for solutions, testable both in a market and non-market environment, lie at the core of research and development and are both guided by technological capabilities (supply-push) and user needs (demand-pull), so that the widest range of options and possibilities can be identified. The current institutional structures, such as regulations and codes of behaviour along with the current dominant set of technologies and institutions form a technological regime make up the non-market elements. Following particular trajectories, this type of research and development usually typically favours incremental innovations to current products or processes (Nelson. and. Winter, 1977). Closely related to path dependency, the focus on increasing returns reinforces the R&D resource allocation and method of operating within a structured institution as well as the existing patterns of innovation methodology.

Life cycle and dominant design

Due to the cumulative nature of the innovation process, as proposed by Nelson, new technologies exhibit a development *life cycle* (Nelson, 1994). The identification of advantageous features, especially from the variety of early stage competing designs may be exploitable in niche markets. These features often facilitate the up-take of a certain design over another. Via gradual institutional change, as long as the market is growing and existing technology is "pushed out" of the market the regime adapts to the new technology needs. The new technology should then spread until it achieves the status of a "*dominant design*" (Utterback, 1994). Once dominant, innovation is often limited to incremental design improvements until it is "pushed-out" by a new emerging technology. However during this period many organisations cease to invest in learning about available alternative instead they invest time and effort in refining their competencies related to the dominant architecture (Schilling and Esmundo, 2009). By accepting a stabilised architecture most of the innovation competition they maintain becomes focused upon improving component elements and processes rather than pure innovation. This then allows such organisations to become institutionally embedded.

The ‘chain linked ’model

Kline (1986) in the *‘chain linked’ model* as shown in Figure 1, attempted to map the innovation processes feedback mechanism. The feedback loops responsible for innovation fall within five distinct interactive elements: research; the existing body of scientific and technological knowledge; the potential market; invention, and the various steps in the production process

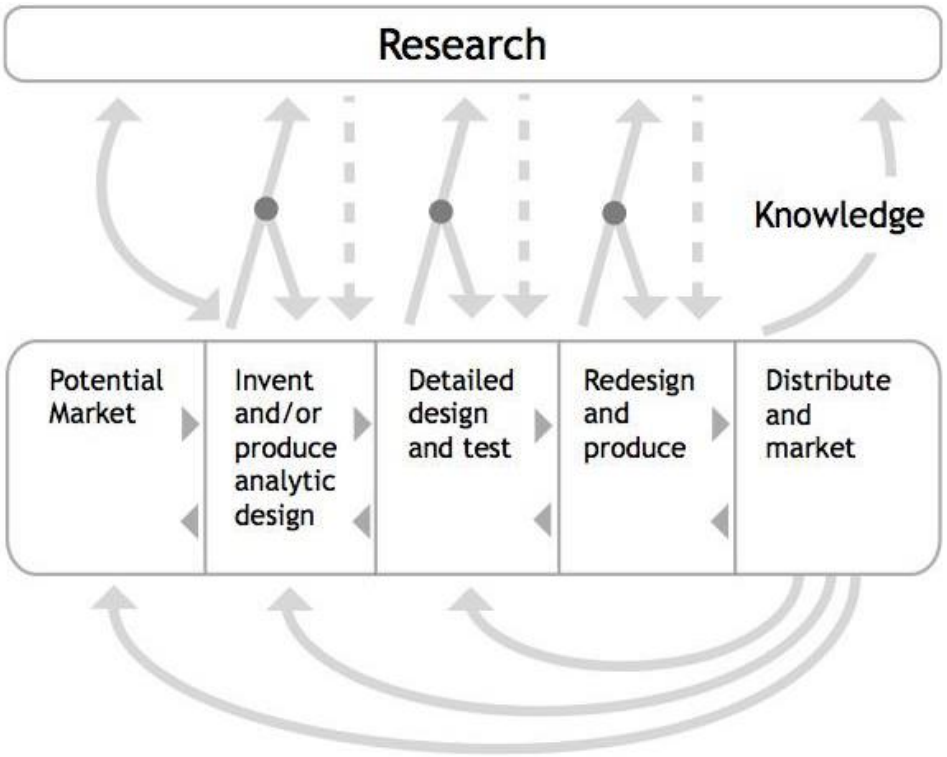


FIGURE 1: AN INTERACTIVE MODEL OF THE INNOVATION PROCESS: THE CHAIN-LINKED MODEL (KLINE, 1986)

The lower interactions relate to the processes occurring within a given network of businesses acting together or individual organisations/businesses. While the upper expresses some of the relationships between the individual organisation and the wider system which it is bounded by or operated within. The model although operating within a relatively narrow definition of “system‟ and unlike later theories takes no account of the wider economic, political, social and cultural landscape (Foxon, 2003) represented an advance in understanding the complexities of innovation. This is especially true for understanding the multiple feedback channels at each innovation stage and also between the product users and the design and production phases. Success (or failure) of an innovation project within the chain linked model depends heavily upon the extent to which firms manage to maintain effective links between innovation phases and the central importance of continuous interaction especially between marketing and the invention/design stage (OECD, 1997). Research combined with the uncertainty and unpredictable nature of both technological capabilities and user needs is viewed not as the source of inventive ideas but as a form of problem-solving to be called upon at any point (OECD, 1997).

Evolving systems perspective

The search for a more complex theoretical framework in the late 20th and early 21st centuries that more accurately reflects the interdependency of the innovation process has seen academics returning to familiar research ground with the re-emergence of interest in the older linear model of innovation. This evolving “systems perspective“ has been characterised by a number of related approaches but each has tended to emphasise the importance of knowledge flows between actors (Individuals and teams who take action within innovation activities); expectations about future technology, market and policy developments; political and regulatory risk; and the institutional structures that affect incentives and barriers (Greenacre, Gross and Speirs, 2012, p4).

2.7.4. 1980s – 2000s: Technological innovations systems approach.

Since the 1980s, academia's interest in the older linear model of innovation has resurfaced. With the growing desire to accurately reflect the complexity and interdependency of the innovation process strands of research have reflected upon the linear innovation models of earlier generations.

This approach views innovation within a dynamic system frame at the level of the firm or enterprise, as stemming from the interaction between its actors and the many internal and external knowledge flows reflecting various national, regional, and sectoral perspectives. However this does not underplay the important role structural components involved within a system also have on this innovation processes.

Transition dynamics

Technological change must be viewed as more than just incremental or simplistic in nature. Such change often involves disruptive or radical shifts in output delivery, product development and process innovation. To secure Market and Technological advantage within niche markets, during this "transition" period, Innovation often needs to be nurtured for a period of time to be fully developed and protected from normal market forces and conditions.

Important especially for the evolution in innovation theory connected to the public sector is the research which countered the simplistic view that only technological research and development has a role in fostering innovation. By acknowledging the role policy plays to incentivise innovation by facilitating interactions and institutional improvements the dynamic nature of innovation systems is robustly highlighted. Equally important though, within this research has been the importance given to correcting system failures as an alternative method for driving innovation process development.

One weakness that is evident from most Innovation theory research, even in recent years, is the fact that many researchers and authors, such as Mack (2008), either in totality or often without reference to the actual innovative service or product, do not often attempt to describe specific innovation in detail. Mack in his writing on medical service innovation focuses only on the simplistic technology driven innovation leading to service improvements without any detail on the service innovation. Tolbert, Mossberger and McNeal (2008 p552) do the same for e-government while Hipp and Grupp in their 2005 work do not even mention the kind of innovation they are studying at all in their work on the transferability of concepts from manufacturing innovation to innovations in the services sector. The majority of the literature reviewed highlights that most authors only study *aspects* of innovation, such as leadership and innovation or innovation networks (Mack, 2008; Considine and Lewis, 2007). This selective nature of research activity, appears to explain the bias towards superficial, fashionable or profitable private sector topics over the more deep rooted or complex embedded issues within public sector innovation topics

The OECD and Hartley identified that where in-depth description are given authors rarely explicitly discuss the dimension(s) of the innovation(s) (Hartley 2006 p28; OECD 2009 p10). Reinforcing Proposition 3, this lack of in depth coverage when coupled with its selective nature, as identified earlier in this review along with a lacking in an understanding of public sector networking can therefore be viewed as a definite barrier to the generation of innovation.

By using a broadly chronological framework of innovation theory evolution, akin to research framework used by Publin (March 2004), this literature review covers the

key theoretical landmarks over the last century of development. Much of this literature although dominated by the private sector has seen, especially in the last two decades, academic and policy development globally of many public sector innovation approaches and reform movements. Since 2008 literature on innovation in the public sector has considerably increased in both volume and scope. However, especially prior to 2008, much of the public administration literature was viewed as failing to integrate the knowledge gained in general management literature into the subject of public sector Innovation especially about the antecedents and outcomes of innovation. Much of the literature has also disappointed by lacking coherence and consistency throughout the academic discourse (OECD 2009, p10). Hartley confirmed that not much had changed since the early 1990s (Hartley, 2006, p29; Walker et al, 2008, p1112-1127),: by confirming as stated earlier in this review that research by Wolfe in 1994 clearly argued for consistency in the ways in which innovations are described. However, from the evidence it appears that not much progress has been made in the last two decades of study either. More positively although questionable, the likes of New Public Management (NPM) and the global Government Reform Movement of the 1980s with economic liberalisation, deregulation and privatisation of state concerns and 1990s with administrative reforms appears to have become the mantra used to overcome these issues while supporting the public services desire for organisational and technological driven change and innovation (Kamarck, 2004, p130). Their actual impact though is also questionable to say the least.

The OECD in their 2009 innovation research study identified that Service and organizational innovations require greater tacit knowledge; have less well defined system borders; are less tractable to cost-benefit analysis; rarely have a dedicated development unit; are more difficult to trial; concern behaviours, attitudes, relations

and work tasks; often affect more people and are constructed by the subjective interpretations of the adopter. The OECD report of 2014 however takes this further, contradicting many of their earlier findings.

Technological knowledge

Research evidence has shown that the single most important contributing factor to economic growth and improvements in long-term productivity has been identified as advancing technological knowledge (Grubler et al., 1999). With this type of innovation remaining as a key interest to businesses, governments and academics on a global scale, the range of activities and processes that drive and facilitate technological change continues to be viewed as with great importance. This is also crucial when tackling the negative side effects associated with such growth and its influence on fiscal efficiency or profit maximisation. Influencing the direction of innovation towards more sustainable directions is therefore high on many political agendas (Hekkert and Negro, 2009).

As outlined by Schumpeter in the 1930s/40s, Innovation is seen as the first discovery of new products or processes. This can be viewed as a catch all definition as per Slade and Bauen (2009). However, often iterative in nature, the process of invention with its links with societal technical and political change can be easily confused with innovation processes. The term innovation, although differentiated from invention, can be often substituted with the term “technological change” as a way of describing the stages employed in developing a key step in the lifecycle of a marketable product or even a new product itself.

Depending upon whether it has endogenous or exogenous origins away from the mainstream, and whether it renders obsolete established processes or technology. Innovation can be classified as incremental, radical, or disruptive in nature.

National Innovation Systems (NIS)

The concept of a national system of innovation was first mooted in the late 1980s in a study of the then successful Japanese economy. By focusing on individual and comparative analyses of the innovation systems across a range of technologies in different national economies it was hoped to identify the Institutional drivers found at the national level to help develop innovation processes.

Freeman and Perez (1988) defined a national system of innovation as “the network of institutions in the public and private sectors whose activities and interactions initiate, import, modify and diffuse new technologies.” Stressing the positive role of government their research highlighted the states’ need to provide support and a steer for innovation development especially in marketing of advanced technologies; the need for an integrated innovation approach covering all functions within large firms and a culture change that embraces the acquisition of high level of education and scientific skills, combined with practical training and frequent up-dating in industry.

Lundvall (1988) and (1992) stressed the importance of users and producers interactions. By facilitating knowledge and information flows, technological capabilities are linked to user needs. Lundvall also argued, due to the uncertain nature of innovation, these interactions by relying on trust relationships and mutually accepted codes of behaviour, go beyond the mechanisms of the market,

Nelson (1993) by comparing the national innovation systems of 15 countries concluded that “to a considerable extent, differences in innovation systems reflect differences in economic and political circumstances and priorities between countries.” Reflecting the national differences in institutional infrastructure such as in systems of university research and training and industrial R&D, financial institutions, management skills, public infrastructure and national monetary, fiscal and trade policies (Foxon, 2006) Nelson’s work supported further the wider National Innovation Systems approach.

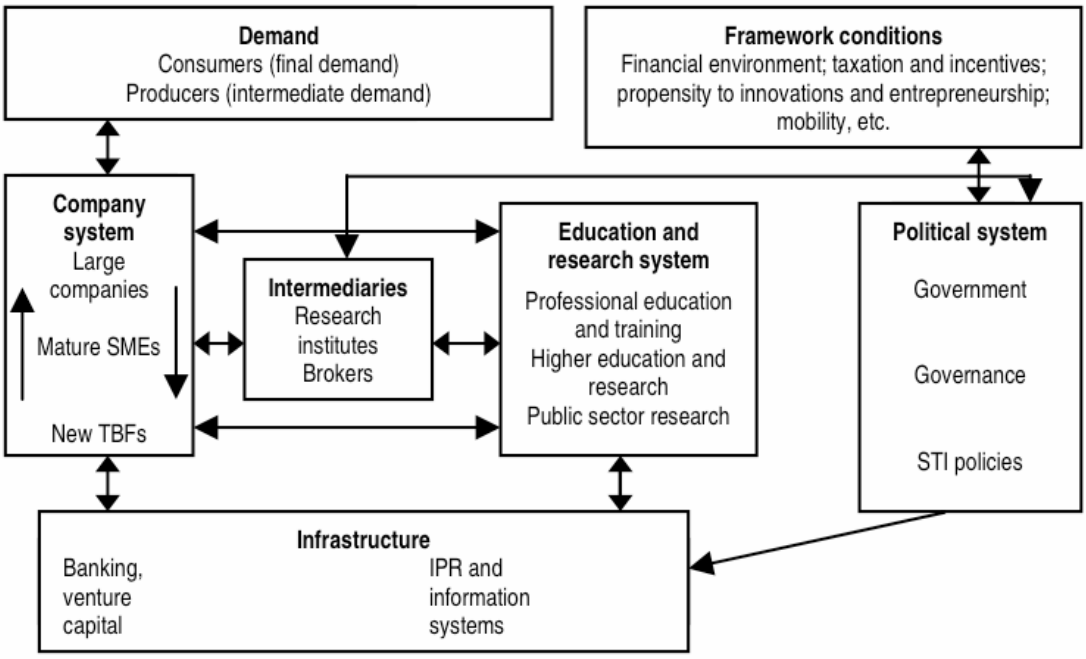


FIGURE 2; GENERIC MODEL OF NIS PRESENTED IN ARNOLD & KUHLMAN (2001) (**SPEIRS, J., FOXON, T. & PEARSON, P. (2008)**).

The generic model of NIS as shown in Figure 2 can be summarised as: (1) clusters of innovative entities; (2) the interactions between these innovative entities; and (3) the framework conditions within which these entities operate.

The report “Dynamising National Innovation Systems‟ (Remoe and Guinet, 2002) summarises the mode in Figure 2,l as follows: “The NIS approach rests on the interactive model of the innovation process that puts an emphasis on market and non-market knowledge transactions among firms, institutions and the human resources involved”. The OECD work on NIS with its goal to generate a non-linear model of innovation acknowledges the firm as the founding unit of the innovation system. It goes on to draw heavily on the concept of “clusters‟ of innovating firms under competition, trading knowledge, and active entities involved in networking, or knowledge transfer through collaboration, co-operation and long-term networking arrangements” (Speirs., Foxon & Pearson,2008): However the public sectors limited access to market information and knowledge or its inability to reflect the dynamism of the “firm” as a concept, the model appears to contribute little to the public sector Innovation debate. The latest developments has the potential to contribute to new delivery models reflecting the concepts underpinning that of the “firm” within Eco-Innovation Systems research, (LSE, 2014) akin to NIS but with a view of promoting clean-innovation that is carbon neutral highlighting public-private partnerships and innovation within hybrid delivery structures.

System approach and New Public Management (NPM)

By building upon a system approach with the characteristics, antecedents, and consequences of existing knowledge about innovation (Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p307-29), our understanding of the concepts involved within a public sector domain can be with reference to those identified from the private business arena. Some though treat also these concepts as a key element of the New Public Management (NPM) doctrine. The political need to reinvent the government paradigm has dominated discussions and academic research into this discipline for over the last decade with little true results. The research by Vigoda-

Gadot, Shoham, Schwabsky, and Ruvio, 2008 concluded that innovative bureaucracy is not necessarily a self-defeating concept (Vigoda-Gadot, et al, 2005, p324).

Bridging the gap between the promise and the realities of innovation has never been an easy task. Turning ideals into realities is still a major challenge facing public administration reform, now and for the foreseeable future. (Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p307-29). By its very nature bureaucracy and innovation have not sat well together. Often criticised for their inability to generate and exploit innovation, various bureaucracies of various types and in many cultures traditionally appear more conservative with working processes and patterns. Following well defined methods and proven rules with a history of reasonable delivery, bureaucracies often appear reluctant to change by adopting risky new ideas or complicated unconventional techniques.

This need to overcome significant hurdles to both change and the adoption of innovation is something the public sector still has to face. Some research places these firmly on the psychological mind-set of the public service policymakers and the citizens who use these services. For many years bureaucracies did not need to compete in the free market arena, and therefore no real pressure was put on them to update their services and become involved in the reinvention game (Thompson and Ingraham 1996, p291-98).

For traditional bureaucracies, competition is often perceived as an insignificant motivator for innovation even though it plays a significant modernisation and innovation role within the private sector and in a free-market society. In addition, changes were stymied by the reluctance of political or public sector leadership to become involved in extensive innovative projects. Although innovation and

bureaucracy seem to make an odd couple (Borins 2001, p315), innovation is often seen as increasing competitiveness in large companies, smaller organizations, and even nongovernmental organizations such as VNPOs (voluntary and not-for-profit organizations) by making them more flexible and responsive to market needs (Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p307-29).

The flexible working, adaptable, creative, and risk taking behaviours we associate with innovation in modern, primarily private sector, organizations contrast greatly with the traditionalist hierarchy, specialization, and impersonality, highly valued in bureaucracies. Despite this difference, innovation remains as a policy aspiration underpinning modernisation & change.

However for some, prior to the Banking crisis of 2008 the topic of innovation on the whole appears to have played a less significant role in the discussion about the renewal of public administration (Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p310-29). In truth though, this view has to be challenged as since that crisis and the implementation of subsequent austerity measures, many public sector leaders in the UK have accepted that only through innovation can future public services and efficiency increases be maintained.

Only now the body of academic & practical knowledge about innovation, entrepreneurship, and pro-activeness in business management amassed since the birth of New Public Management (NPM) in the 1980s appears to be being re-evaluated with a view to redeveloping innovative public management. Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, with their research reviewed the status of research in this arena and then go on to argue that innovation should be treated as another key element of New Public Management (NPM) doctrine and the reinventing government paradigm (Berry 1994, p322; Hood 1991, p5; Pollitt and Bouckaert

2000; Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, p310-29). Although extensive and well established, the knowledge about private sector innovation is not always transferred (or transferable) to modern bureaucracies (Vigoda-Gadot, et al, 2005, p312). In recent years, public administration and public policy literature have integrated innovation within their approaches. However it is only recently that this has featured within public management developments, marginalising innovations impacts on the reforms of the first decade of the 21st Century.

Vigoda-Gadot, Shoham, Schwabsky and Ruvio 2008, adopted a system approach towards organizations and its integration with political theories of bureaucracies, as well as with business approaches for managing these work sites (Damanpour 1991, p555-90).

They detailed a model of innovation in the public sector that builds on three elements:

(a) Conventional knowledge about public sector innovation and its characteristics,
(b) Antecedents of and preconditions to public sector innovation, and
(c) Consequences of innovation as previously encountered in the private business arena.

Osborne and Gaebler in 1992 called for reinventing government by highlighting the efforts to reform the public sector that has been undertaken in the U.S. and across the globe using a business-oriented theory and methods. Schneider, Teske and Mintrom, 1994 and also Vigoda-Gadot, Shoham, Schwabsky, and Ruvio, 2008, however all argued that a more solid, systematic and empirically oriented understanding of innovation can be used to reform governmental structures and

administrative processes, and by so doing to revitalize modern bureaucracies, communities, and societies.

Systemic innovation theory

Johannessen, (2013) concentrates upon the creation of a systemic innovation theory. Drawing on institutional theory, Miller's theory of living systems (Swanson, 2006) and systemic thinking, by utilising a similar systemic innovation theory to this study. Concentrating on 14 propositions (Johannessen, 2013, p.45) Johannessen acknowledges that further research should be needed to investigate the connection between innovation and economic crises.

Practically the findings state that organizations, countries or regions, such as the EU, must make institutional changes that promote economic changes. By promoting a new understanding of processes which foster innovation, it also attempts to provide a brief elaboration of Williamson's transaction cost theory. Johannessen's research also attempts to provide a new classification of service innovation, making it possible to make an analytical distinction between tangible and intangible service innovations. This distinction makes it possible to integrate service innovation as a natural element in all organizations. By providing a conceptual framework ("coin the frame") around what the author has termed Asplund's "motivation theory" and North's "action theory" (Johannessen, 2013, p.45) this research adds real value to the institutional innovation debate.

Despite its importance as a formative influence in evolutionary biology, the notion of isolation has received relatively little attention in evolutionary economics and its application to technological innovation. Hall and Wylie (2014) makes the case that isolation, in many guises, is a pervasive and permanent feature of the economic

landscape and that its implications for technological innovation deserve further analysis. Isolation and potential implications for innovation are discussed in the early part of the paper and case studies of two military innovations are then used to illustrate the value of explicitly recognising various forms of isolation in explaining observed aspects of innovation process and outcomes.

The growing importance of institutional innovation theory, seen in this literature, highlight the questions raised with the following proposition

Proposition 3a: Relative to its size, large bureaucracies will be less likely to share major product innovation, but will do so when multiple smaller innovations are available (or anticipated). (3b) Smaller bureaucracies, however, will be more likely to enthusiastically share all innovations.

2.8. Proposition 4: context: people impact

A potential entrant can come from the wider political or market system and act as a "game changer" for innovation within any internal bureaucratic system. However in the public sector these pioneering individuals or teams are very rare and usually enter through the political policy or electoral cycles and target strategic innovations. Incumbents on the other hand, being of the same internal bureaucratic culture, appear to target continuous improvement and maintaining the delivery "status quo".

2.8.1. Innovation: external new and prospective recruits

As in market focused businesses, the public sector faces the whole spectrum of risks to policy delivery. From high reputational and financial damage to minor delivery delays, the public sector has always been seen as risk averse. By airing on the side of caution it is perceived that the public purse expenditure is safe and public service delivery although inefficient is secured. This Risk aversion has also created a historical culture of management to maintain minimal risk only. However with the implementation of innovation being seen as inherently risky, this makes the public sector historically uneasy with the concepts underpinning innovation and especially at odds when risks are elevated in under the need to change due to austerity constraints. Firstly therefore the public sector has to become innovative in managing the risks down to an acceptable level.

Both by promoting and influencing service benefits for the general community, to significantly improve the generation and diffusion of internal public sector innovation its leaders have to challenge embedded public servants views on risk by displaying a more explicit use of evaluation strategies including pilots, experiments etc. this will assist them in judging the potential of competing options especially by harnessing

strategic partnerships and recruiting pioneering new staff to bring new innovative ideas into their organisation.

The desire to accept risk either embedded within private or public sector, as part of everyday operational functions stems from the perceived relationship between risks or expected future rewards and the range of strategies employed to manage them. From low risk–lower reward through to higher risk–higher reward options, especially before the 2008 Banking Crisis, the UKs government with its provision of substantial 'risk-taking' funding and partnership based innovations in service delivery could often be said to occupy the high profile end of the risk spectrum in its emphasis on public sector innovation.

From the growing evidence especially in the post 2008 austerity period, a significant increase is occurring in the volume and scope of academic articles and policy documents concentrating on public sector innovation. However questions still remain unanswered about how best to achieve and manage such innovation generation within a rapidly developing world. Current publication evidence shows that public service innovation is emerging as an important policy focused part of academic enquiry. Branded by some as "New governance", the explicitly 'experimentalist' approach to public policy innovation draws upon industrial production line innovation management experiences. By learning the lessons from uncertain decision-making environment, public service managers aim to benefit from adopting experimental and investigative flexible-outcome approaches where efforts are switched as understanding becomes clearer, and overly hierarchical command and control systems are avoided (see Sabel 1994; Sabel and Zeitlin 2003).

2.8.2. Criticism

Scholars like Cohen (2008) criticising the lack of a micro-focus in the New Governance debate and Alford and Hughes (2008) criticism of the trend toward adopting a one-best-way orientation' in New Public Management (NPM) led the way in criticising the New Governance approach to innovation. This research has been expanded upon within the Partnerships and New Public Governance (NPG) Debate, by Shane, Radnor and Nadir (2011/12, & 2014).

A further complication for risk-taking public innovation is the cost-cutting policies being implemented by recent UK Governments. With the historic path of public sector innovations strewn with failure and the need to allocate scarce resources to experimentation such innovation approaches are faced with extreme barriers before they even begin.

The development of the Third Way ideology under New Labour in the UK enhanced the role for Non Government Organisations (NGOs) in Whitehall's reform agenda. Bourgon (2008) argued, 'Governments cannot do it all' and 'there is no going back to the all-knowing, all-encompassing role of the government in the context of welfare states' therefore regarding public innovation ministers need to be actively engaged in the decision-making process surrounding risks, innovations and experimentations and partnerships are needed with NGOs to share the burden.

Another impact on public innovation is policy experimentation, which often means according to Heilmann (2008), innovating through implementation first, counter to standard assumptions, and drafting universal laws and regulations later. In other words, as put by the UK National Audit Office, NAO (2009), an innovation is a project for which an organisation has no tried and tested method or track record of successes. And with the current global economic downturn and tightening public

finances, the NAO(2009) has stipulated the need for ongoing public innovation given that ‘there are pressing social, demographic and environmental challenges that will demand the development of innovative products, business processes and ways of delivering services.

New recruits or entrants, who are different, either behaviourally or neurologically, and possess a wider range of external experiences and talents, can add significant value to companies. Austin, and Sonne, (2014) studied the practices of innovative organizations and the experience of a Danish company working with people with autism, argue that companies can benefit from adjusting work conditions to embrace the talents of people who think differently or have inspired peculiarities. They state managing innovation is less about averages and more about understanding outliers.

The questions raised with this debate with its widening of talent searches to improve innovation generation has highlighted in my research the following proposition

Proposition 4: Relative to new and prospective recruits, existing staff, will develop more pioneering innovations (which may replace existing practices and processes.)

2.9. Proposition 5: context: continuous improvements

Public servants have been influenced by political oversight, and governance of existing processes appears to have an unconscious bias towards continuous improvement of existing products. How to engage them in innovation generation and diffusion remains extremely uncertain. This is especially concerning with the identification of what barriers exist to individuals actually displaying fast-followers behaviour.

2.9.1. Systemic and hierarchic innovation

By moving gradually to a full systemic approach, innovation theory in recent years has embraced a more dynamic, non-linear process explanation of the barriers to such issues raised by proposition 5 especially involving a range of interacting internal and external actors. With its emphasises on future expectations and knowledge flows this full systemic perspective also involves the market and policy development that reflect risks from the changes in politics, regulation and the institutional structures that affect incentives and barriers.

As seen in Figure 3, assessing more recent innovation systems development, although varying in concepts and mythology they still tend to emphasise the multiple agency, multiple actor interaction and distributed learning nature of technological change with a focus upon inter-organisational networks and feedbacks (Winskel and Moran, 2008). However even this perspective acknowledges the existence of stages of innovation development, especially involving technology but in a wider context.

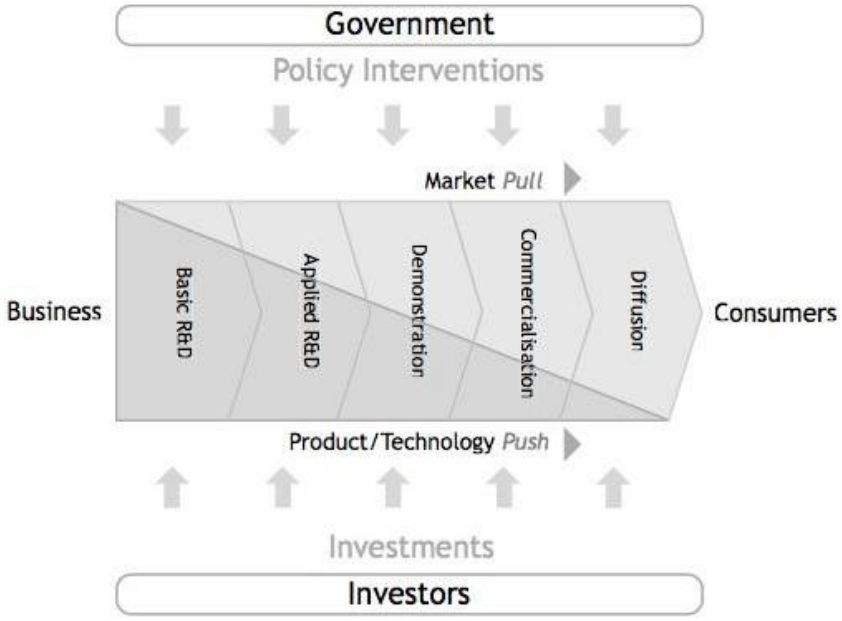


FIGURE 3: ROLES OF INNOVATION CHAIN ACTORS (CARBON TRUST, 2002).

Institutions at all levels establish and maintain the "rules of the game" as they can set constraints on choices and drive the development pathways of innovation even at possible sub-optimal levels. However they can often throw up barriers to more radical change (Foxon, 2003). Both positive and negative feedbacks within the system must be viewed as important as the links between technological and institutional change. Therefore a well-functioning system, with effective links and feedback mechanisms vastly improves the chances for a technology to be developed and diffused (Negro et al., 2008). A crucial part of any innovation research is the exploration of the answers and understanding of what activities and contexts foster or hamper innovation so we will be able to intentionally shape the innovation processes (Hekkert et al., 2006).

Work on such systemic approaches including "technological innovation systems", "technological transitions", and the "multi-level perspective" have developed over the last 15 years. Although differing in focus all consider technological change as a

process interacting with changes not just in a physical way but also in wider socio-economic structures such as the market environment and consumer preferences (Stenzel, 2007).

2.9.2. Technological Innovation Systems (TIS)

Technological innovation systems theory with its aim of improving on systems-style analysis can, in part by the differences in fundamental building blocks, be distinguished from national or regional innovation systems theory. NIS principally begins with the concept that innovation is geographically heterogeneous. TIS on the other hand begin with technology and technological change as the starting point (Speirs, Foxon, & Pearson. (2008)).

Under a TIS approach agents, networks, and relevant institutions are generally much smaller in number reducing the complexity of the system compared to the vaster national approaches. Given its relative simplicity and small number of participant agents and institutions applying the TIS approach allows a better understanding of the dynamics and what really takes place within innovation systems (Hekkert and Negro, 2009). However in scope the TIS, as per Figure 4, does overlap with the scope of sectoral, regional and national system and the dynamic interaction of actors and knowledge flows within all these contexts.

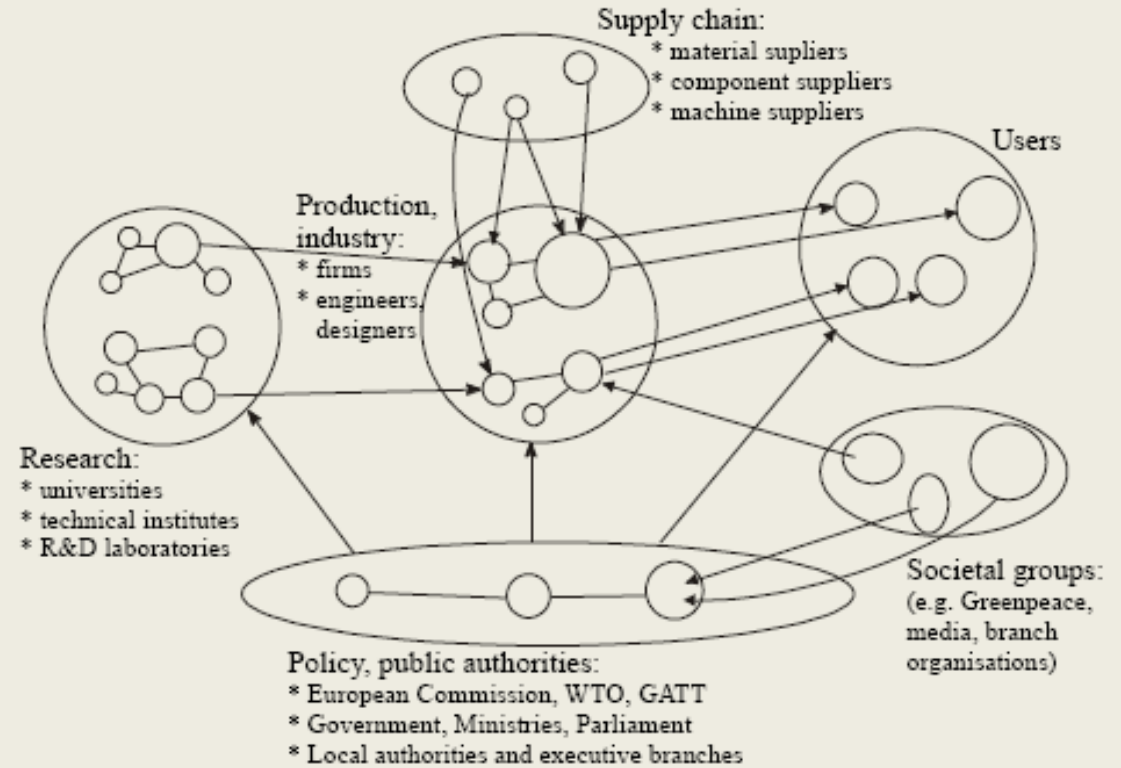


FIGURE 4: INTERACTING GROUPS IN TECHNOLOGICAL INNOVATION SYSTEMS (GEELS, 2002).

Jacobsson and Bergek (2004) define the three main elements of technological innovation systems as:

- Actors (and their competencies), including firms, users, suppliers, investors, and other organisations (comparable to the idea of clusters).
- Networks, defined as the channels for the transfer of tacit and explicit knowledge (comparable to the idea of transfer factors or linkages).
- Institutions, being the entities that govern and dictate the environment within which all actors operate (comparable to framework conditions or innovation infrastructure).

The TIS approach attempts to assess the "functions of the innovation system" (Speirs, Foxon, & Pearson. (2008)). According to Hekkert et al. (2006), that is the

processes deemed important to the success of an innovation system by addressing two flaws identified within earlier systems approaches: the lack of micro level analysis; and challenging the static nature of previous models due to their focus on structure.

Supported in work by Bergek et al. (2008a) they contended that much of the research literature tended to focus on perceived weaknesses in the systems structural composition as a way of explaining innovation system failure. This view though fails to answer a key question: how do you identify a strength (e.g. a source of synergy) or a weakness (e.g. a source of lock-in or “group-think”), without identifying its influence on the innovation process as a whole including all sub-processes. Therefore, a structural focus needs to be supplemented with a process focus.

Jacobsson and Bergek (2004) considered how five essential “functions“ (see Figure 5) are served that directly influence the performance of the innovation system especially the development, diffusion and use of new technology.

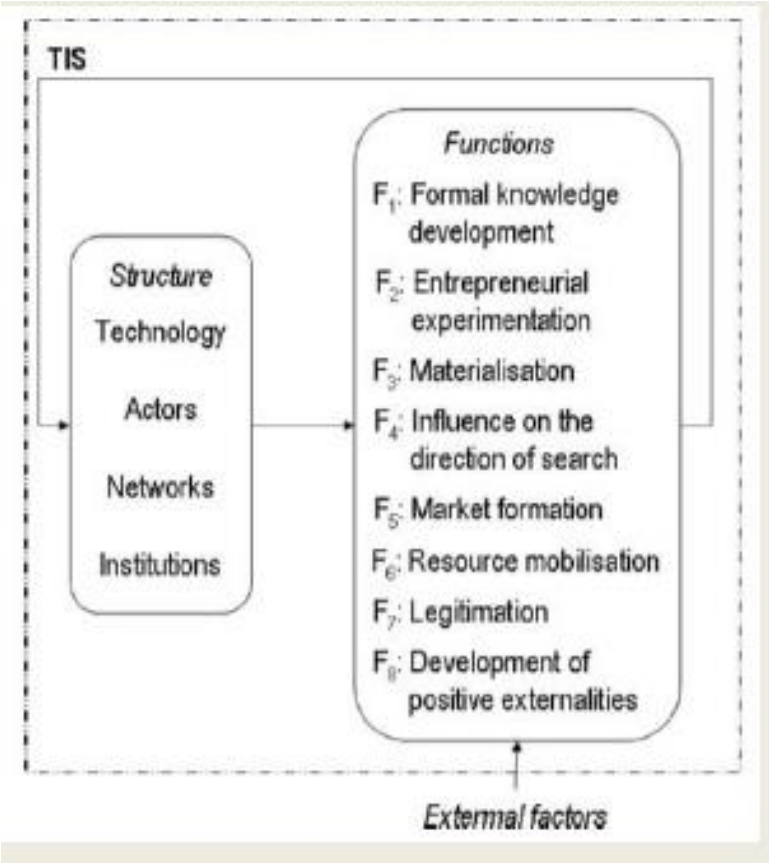


FIGURE 5: RELATIONS BETWEEN EXTERNAL INFLUENCE, STRUCTURAL ELEMENTS AND FUNCTIONS. (BERGEK ET AL., 2008B)

This was followed by Hekkert et al. (2006) and Bergek et al. (2008a) who expanded upon Jacobsson and Bergek (2004) by listing the following seven modified functions for describing and analysing technological innovation systems:

1. *Entrepreneurial activities*: Interpretative spin offs needed

2. *Knowledge Development* including “learning by searching‟ and “learning by doing‟ and Knowledge Diffusion:

3. Guidance of the search:

4. Market formation:

5. Resource mobilisation:

6. Creation of Legitimacy/Counteract Resistance to Change:

7. Development of positive externalities (e.g. technology “spill-over‟).

It is expected that an Innovation system performance can only be improved with better functional delivery and interaction dynamics improvements, leading to improved chances of successful innovation generation, diffusion, and implementation of new technologies. By enabling virtuous interaction patterns to evolve between functions the internal dynamic within a system can be allowed to improve, whereas flawed interactions could cause it to fail or collapse.

2.9.3. TIS and transition

Analysis of competition between established systems and newly emerging ones is a positive strength of TIS. Functions within a new system can be analysed in terms of inducement as unambiguously inducing the development of key functions and blocking mechanisms such as “ambiguous” behaviour by established firms (Jacobsson and Bergek, 2004) for their further development. Given this potential for obstruction especially in the early stages of an innovation life-cycle, government policy is seen as critical in the support of knowledge creation, the supply of resources and market formation especially niche markets in the creation of a self-sustainable innovation system (Stenzel, 2007).

In the last decade TIS has developed methods for the analysis of specific systems, and the comparative assessment of different technologies and systems (Winskel and Moran, 2008). This analysis is aimed at providing useful outputs for the market and policymakers to assist in the tackling of policy issues and set policy goals.

Technological innovation systems and the multi-level framework are closely related concepts for the study of far-reaching technological change. They draw on common theoretical roots and analyze similar empirical phenomena (e.g. Winskel and Moran, 2008).. However, they have developed rather independent research strands over the past few years. Jochen Markard, and Bernhard Truffer, (2008) reviewed the state of the art of both concepts and explores commonalities as well as differences. Against this background, we outline first elements of a path towards an integrated framework that combines the strengths of the two approaches and allows providing a better understanding of radical innovation processes and socio-technical transformations.

In more recent years TIS as a methodology has been used extensively to map innovation and continuous improvement in emerging markets such as Green technology and emerging markets such as in Africa & Asia. The method though could easily be transferred to public sector innovation as an emerging unexploited area of research.

The 'Technological Innovation System' (TIS) framework and its system functions have become a popular analytical tool for the study of clean-tech innovation. There is increasing attention for the role of emerging economies in global clean-tech innovation, but the applicability of TIS to emerging economies cases is not entirely straightforward. A key issue is the limited geographical considerations, in particular transnational dimensions in TIS, whereas earlier perspectives on innovation in emerging economies have stressed the role of such transnational dimensions. Jorrit Gosens; Yonglong Lu; Lars Coenen, (2015) elaborated transnational TIS actor-networks and institutions, categorizes these in relation to TIS functions, and describes their potential to induce or block TIS development in emerging economies. I draw on insights from the perspectives of National Learning Systems, International Technology Transfer, and Global Production Networks for this purpose. These studies conclude that the potential effects of these transnational dimensions may be accurately grasped by the existing list of system functions, lending credence to its further application of the TIS framework on emerging economy case studies. Policy makers in emerging economies, akin to public service Innovation in scale and impact, should recognize these transnational dimensions and seek to optimize their potential effect on domestic TIS development, taking in to consideration a realistic assessment of its role in the global TIS (Gosens, Lu; and Coenen, 2015).

The literature identified on innovation systems approaches highlight in this chapter point towards the statements raised by the following proposition-

Proposition 5a: External public servants brought into any internalised system will develop more modified versions of existing products (continuous improvements). (5a) once pre-empted by new staff, they are more likely to be fast followers.

2.10. Proposition 6: context: radical pioneering

With the inability of Government in the UK to increase performance or productivity with almost two decades of global "purchase to innovate" policies, since the banking crisis of 2008, political pressure around the world is increasing in support of the view that there is a definite need to supplement such measures by exploiting internal innovation as a way of maintaining public services for less costs especially in the UK with its "More for Less" public service delivery policies (Reform UK, 2015).One potential approach is to harness local pioneering micro innovation generation and diffusion, team managed and supported to create real benefits which can assist Government deliverable challenges to be met in the future with less resources.

To deliver this there is a need to re-evaluate the role line management and teams need to adopt to deliver real benefits.

2.10.1. Delivering radical and disruptive innovation

In the early 21st Century academic interest began to turn towards industry structure and how it is related to the innovative development and especially the differences between the different innovation process strands.

Incremental

Incremental innovation, although sometimes viewed as of lesser importance to radical innovation, builds upon as well as improves existing technology without significant alteration. With greater potential access to research capacity, Corporate or Larger business organisations have more opportunities to access sources of or generate new ideas; however this will typically be focused on incremental improvements along the existing technological trajectory (Foxon, 2003). Kemp and

Foxon (2007) noted that incremental processes are important source of improvements especially in business productivity.

Radical

Small and Medium Sized Enterprises (SME), relying on old system and less innovation focused investment, due to necessity will be more likely to implement more radical approaches assuming a higher risk profile. However this relies upon surplus resource availability and the amount of change or benefits to be achieved. Being significant change focused, radical innovation can offer real impact as a process without being disruptive to product delivery. By not necessarily displacing the dominant, incumbent technology or process radical innovation can be called or discontinuous innovation (Bessant, 2005, page.35).

Brix and Peters (2015) research tries to answer the question: what extent does the process of establishing radical innovation proposals identify new potential for improved performance? The goal is to determine the types of early stage concepts that are developed, their potential performance impact on the existing business and their potential value to the organization ex ante decision making with respect to choice of projects to pursue. Design/methodology/approach - The authors apply a participatory case study approach combined with a content analysis of data from an idea management system that was utilized by the case organization. The authors build new empirically based theory on the direct and indirect value that emerges by creating new potential concepts to the innovation stream of an existing company. Findings - The authors conclude that three types of performance-improving activities are developed to be exploited during opportunity recognition and concept development, through a disciplined approach to uncovering potential RI projects. These concern existing products and production, as well as the conceptualization of new products to the organization, market and world. Practical implications -

Approaching high uncertainty projects in a disciplined manner can be beneficial to an organization, since knowledge that is directly exploitable to improve performance is identified during the exploration process. Originality/value - The paper is original since the authors treat the study of innovation as an independent variable. The authors apply a theory-building approach based on empirical evidence that was collected in a real life setting and not in a business school setup. The findings are novel because the authors examine the potential value of radical innovation processes ex ante realization and decision making. Hence, the authors examine what happens before the archetypical performance measurements of realized innovation projects can be utilized to verdict the success or failure.

Disruptive

Disruptive innovations, on the other hand are innovations, often riskier in nature that can, given time, displace or replace an existing technology, process or product even if it is dominant in the market. Such innovations can have far reaching and sometimes catastrophic consequences for the market. Such innovation in competitors can cause leading enterprises to slip from market dominance to bankruptcy simply by not matching the radical innovations of others. By fulfilling a similar market need an innovation can replace an existing technology etc by building on a new knowledge base (Schilling and Esmundo, 2009).

Due to the growing exploitation of radical approaches over the last decade especially for niche market exploitation, corporate bodies and Larger Firms have started to alter their innovative behaviours. With higher initial failure risks and the need for learning being greater, the potential for generating breakthroughs is higher (Stenzel, 2007). This has meant that by establishing off-shoot companies, sub-divisions or semi-autonomous firms, with controlled risk profile and incentives,

riskier radical innovation generation can be managed by these companies and organisations more effectively and efficiently than internal processes.

Such disruptive innovation however often falls outside of the comprehension of such firms especially within mature sectors. With their tendency to re-invest in well-established or tried and tested businesses while operating within well embedded socio-technical networks, under these conditions such technologies and innovations may often be left to the small, outsider organisations to be developed with the investing concern adopting the successful innovation when mature.

2.10.2. Transitions theory

Innovation systems that go beyond incremental to engage with more radical and sometimes disruptive processes have been encompasses within the development of transitions theory. This strand of analysis goes beyond economics and includes sociology, history and engineering and is sometimes referred to as “transitions‟ theory (Gross, 2008). This however is beyond the scope of this research study.

2.10.3. Innovation & Human Capital Theories

As stated enabling innovation to be generated and diffused within a historically bureaucratic organisation has proven to be a very difficult issue to resolve. However in recent years, and especially since the 2008 credit crisis academics and policymakers have begun to explore the fundamental concepts behind human capital engagement as a potential solution to meet this persistent challenge. Further information concerning supported enablers innovation can be found in APPENDIX 4, page.642.

Leaders

Borins (2001) identified by reflecting upon the market innovation literature along with his unique perspective on public sector innovation, that within any organisation an innovative culture must be supported from the top. Being based upon the findings of Osborne and Plastrik's (2000) in their field book for government re-inventors, and Light's (1998) work on innovative non-profits and small public sector organisations, senior managerial support is seen as being critical for encouraging innovation to thrive and to be diffused to all levels throughout the organisation. From developing organisational priorities to facilitate and steer innovation, creating the recognition, rewards and capacity conditions for experimentation, and driving policies to lift the restrictions and barriers present in organisations which hinder innovation development, there needs to be consistency in the senior management team and especially Innovation champions.

Rewards

Borins (2001) also stated that by increasing the availability of rewards for successful innovative individuals and teams is important in encouraging them to engage in generation activities. These reward strategies, as a method of communicating the

message that innovators efforts are valued within an organisation may involve recognition or financial incentives or even a combination of several reward strands.

Resources

Borins's (2001) also found that inadequate resources are one of the barriers that innovators have least success in overcoming. To tackle this problem, financial management reforms should be considered to allow restructuring of internal funding to occur to redirect resources for innovation re-investment. The creation of central innovation funds within the public sector to support innovative ideas can replicate this private sector reallocation process. However given the austerity policies in place surplus resources are becoming an even scarcer commodity.

Staff Diversity:

Innovation depends heavily on the ability to challenge the norm and see things differently; therefore, differences in the staff and management backgrounds, talents, skills and perspectives and their interactions are likely to foster innovation.

External horizon scanning and learning:

Innovators and the organisations that employ them should engage in an effective horizon scanning strategy so they can learn from the external market and public sector innovation community, through benchmarking, business networks, etc. so their internal generation mechanisms can be supplemented by "copying" and employing costly innovation purchased from others approaches to add to their innovation capabilities. However with limited buying to innovate opportunities, since 2008 externally generated innovation sources seem to have become much less popular.

Innovation is everyone's responsibility:

To foster innovation, everyone within an organisation must be encouraged to participate in the process of ideas generation and diffusion of successful innovations. By drawing upon the innovativeness of existing staff and management, the organisation has a vast untapped wealth of experience, skills and ingenuity which can be exploited to their advantage.

Experimentation:

By learning from their successes and failures and with the support their staff efforts, academic evidence shows that an organisation can promote successful innovation. By creating "safe" places for testing ideas and managing the risks by lowering the cost to staff of "honourable" failures, by undertaking pilots, providing pathfinders and creating innovation zones, effective experimentation can be implemented.

Evaluation:

Robust evaluation of innovative policies underpinned by measureable metrics and where possible an effective real time learning system is very important to the judging of innovation success so that lessons can be drawn. Such evaluation processes require good feedback mechanisms to inform policy and practice in an effective and timely way. This is important in the public sector innovation especially as such policy mechanisms can suffer from both political and bureaucratic decision making inertia.

Mutually supported delivery:

The roots of mutually supported delivery, in academic and practical terms lie within the theories and ideas of Taylorism and the division of labour. This concept supporting the exploitation of teams to deliver outcomes being central to much of

industrial economics and organisational theory, has for many years almost ignored the team as an enabler of innovation especially within the public sector.

Actually although rooted in Industrial economics the theoretical concepts surrounding teams contributing to innovation is a relatively recent development. With its foundations in Kaizen and the Japanese Industrial production theories of Toyota, the introduction of LEAN techniques to public sector bureaucratic and administrative organisations (Radnor, 2014), first lead to a focus on continuous improvement of current processes and subsequently in recent years with a focus on innovative engagement, academics and practitioners are radically challenging the views of how organisations can be assisted to embed innovation processes. Scandinavian researchers have made great strides into harnessing teams within learning organisations to deal with the challenges with the Employee Driven Innovation in Team E.D.I.T. (Kristiansen & Bloch-Poulson, 2010, p155-195) approach being a key contribution so far.

2.10.4. Employee Driven Innovation in Team E.D.I.T

(Kristiansen & Bloch-Poulson, 2010)

Generating and harnessing Innovation is not easy for both the private market and public sector alike. However that is not to say that both diverse fields can develop similar conditions to support innovation mechanisms to facilitate engagement and benefit maximising conditions. Innovation leaders encourage, enablers help and “curiosity & engagement with the business” generates ideas from any direction. The common feature within this engagement is the employee.

Employee Driven Innovation in Team can be defined as:

A structured collection and usage of ideas and experience from most of the employees supported and, crucially, led within a team to create radical and

incremental changes in behaviour, products, processes, services and business models that are valuable to customers, users and the company. (Kristiansen & Bloch-Poulson, 2010, p.156)

A major study by Kristiansen & Bloch-Poulson which utilised this methodology is the MindLab project: (2015) “Innovation and involvement through strengthening dialogue in team based organizations” funded by the Danish Ministry of Science, Technology and Innovation. This study dealt with employee driven innovation in regular teams from a critical, pragmatic action research perspective and focused on incremental, organizational process innovations co-created across conflicting workplace interests in and between teams (Kristiansen & Bloch-Poulson, 2010, p155-195).

Primarily referencing theories on innovation, dialogue, workplace learning, and organizational communication Kristiansen & Bloch-Poulson, research findings argued that it is meaningful to assert that every employee has an innovative potential, no matter of what educational background or sector and that sometimes. They also argue that this innovative potential might be facilitated through the development of dialogue, supported by an innovation leader, in the form of separate Team Meetings with an acceptance that differing views need to be accounted for and considered when assessing the proposed innovation.

E.D.I.T in many ways is nothing new. It is innovative in its “try innovation, as you identify the opportunity” approach underpinned by a continuous Action Research support & leadership to both identify opportunities, exploitable challenges and innovation improvements as the process moves along.

Seven major challenges in Employee Driven Innovation in Team (Kristiansen & Bloch-Poulson, 2010, p155-195)

- Create a structured and continuous idea collection, enrichment and selection process.
- Motivate employees to participate.
- Handle thousands of ideas.
- Obtain high quality ideas.
- Find the right people to evaluate ideas.
- Select the best ideas.
- Measure the performance at the fuzzy front end of innovation.

These are the seven key challenges that have to be faced by an organisation embarking on the journey to become a LEAN learning organisation delivering innovation via an E.D.I.T. methodology. The development and implementation of Action Research (where the research and the delivery process operate at the same time: research, try and adjust then research again following the cycle until the innovation delivers the benefits) is crucial to the delivery of this alternative to traditional innovation processes. Following an adapted E.D.I.T methodology would work well alongside our current LEAN Programme but give us the Learning organisation dynamics within innovation exploitation.

Current research

Carter, Bloch and Bugge (2013) developed a framework and indicators for measuring innovation in the public sector. Public sector innovation is compared with innovation in the private sector. Key differences are in objectives, autonomy and interfaces with other actors. Public sector is an active developer of innovations, though many are incremental. They identified key challenges in conceptualising innovation and survey methodology.

Based on a literature review on disruptive innovation and innovation from emerging economies, Corsi, and Minin, (2014) offered an interpretation of a subset of reverse innovation within the disruptive innovation theory. They argue that the combination of these two theories provides a useful framework to look at emerging economies as sources of new products and technological solutions. Finally, they provided a new categorization of disruptive innovation considering a geographical dimension and future research directions.

Peltokorpi, and Hasu, (2014) hypothesize a curvilinear relation between transactive memory systems (TMS) and team innovation by integrating diverging conceptual and research findings in TMS research. While increasingly argued to enhance team innovation, TMS also have negative effects on team processes and outcomes. They tested the hypothesis through hierarchical linear regression analyses using data obtained from 124 technical research teams finding that logistic regressions support the hypothesis, showing an inverse U-shaped relationship between TMS and team innovation, measured by patents received. However the average within team response rate was relatively low and the findings were driven by a limited number of teams with patents. Practically their findings suggest that research teams with moderate levels of TMS are the most effective in terms of innovation.

With Radical to disruptive Innovation combined with team focused innovation approaches taking centre stage in the academic literature and policy forum, this highlights the need to explore the following proposition as part of the wider research questions-

Proposition 6: Superior performance with incremental productivity and efficiency growth will enhance the introduction of radical pioneering outcome based approaches particularly within robust managed team environment.

2.11. Proposition 7: Context: barriers

To derive this proposition it is important to point out that Internal and external innovation barriers, moderate or otherwise, although difficult to judge have proven to be both negative and positive in nature. However they must be viewed as needing to be challenged in all aspects of innovation, carefully managed and where necessary overcome.

2.11.1. Barriers to creating a culture of innovation in the Civil Service

Given the long history of problematic internal innovation generation, diffusion and exploitation it is not difficult to deduce that there must be a number of significant barriers that exist that are particularly prevalent in this sector. From this premise this study explores some of the research into identifying such barriers-

According to Rogers, Dearing, and Chang (1991) in line with weberian accountability the core barrier to innovation is not the creative drive within an organisation. Public administrations bring the double innovation barriers of bureaucracy and red tape. Bureaucracy relies on old traditional organisational models with vertical communication channels, compliance, order and control rather than on new creative based organisational models which displays commitment, the mixed flow of communication, autonomy, and responsibility. Successful innovation is self-defeated when grounded in the classic bureaucratic model (Golembiewski and Vigoda 2000). Similarly, fostering innovation in public management must engage counter-bureaucratic activities to overcome traditional conservatism (Vigoda-Gadot, et al, 2005, p61). Traditional public organizations such as these are often ineffective, dogmatic decision-making mechanisms, and other rigid constructs that restrain the

innovative process (Golembiewski and Vigoda 2000) and therefore frequently incompatible with innovation.

Much support for these arguments can be found in a series of works by Borins (1998, 2000a, 2000b, 2001). According to his view, the traditional situation in the public sector prevents these bodies from becoming more innovative than they are although only a little amount of evidence is presented to support this claim.

Borins (2001) identified-

- Innovations developed by public servants are generally government property;
- public sector organizations are funded by legislative appropriations;
- there are no venture capitalists to fund public management innovations;
- there is no shared ownership; and
- Historically public sector salary systems have been fixed-based with minimal linkage between productivity or innovation and compensation. Although with the introduction of Performance Management Reporting, linking Performance with behaviours in the UK Civil Service in 2013 attempts to increase performance has begun to be attempted. However such an approach could be detrimental to innovation engagement in the short term.

Mulgan and Albury (2003) identified the following as a range of potential obstructions that can hinder or disrupt the innovation systems process within the UK's public services:

Delivery pressures and administrative burdens	Within the public sector there is a perception that the majority of service managers and professionals have little time to dedicate to thinking about doing things differently or innovations in delivery service that might be more time and cost effective. Rather, the overwhelming proportion of their time is spent responding to the day-to-day pressures of running their organisations, delivering services and reporting to senior management, agencies and inspectorates (Matthews et al, 2009, P135).
Short-term budgets and planning horizons	Short-term budgets and planning horizons is often seen as exacerbating how things could be improved especially in an environment where there is no culture of thinking outside of the day to day pressures and embedded work procedures. When faced with efficiency improvement or budget reduction targets to politically driven tight deadlines, the need to innovate often seems to be less necessary and more as an "optional extra".
Poor rewards and	With their policy focus clearly upon private sector innovativeness support governments across the world have repeatedly ignored the need for active incentives to be injected into the public sector to actively encourage

incentives to innovate	innovation. With a historical perception of a deep seated blame culture and a history of higher penalties for failed innovations the public sector has many historical barriers to innovation to still face. Furthermore, the basic people management systems, for example the core competencies for recruitment, development and performance assessment within public and civil services, do not sufficiently recognise or value innovativeness (Matthews et al, 2009, P135).Sadly this is still the case.
Culture of risk aversion	With an obligation to provide acceptable standards in key services, the UK public sector faces many challenges just to maintain everyday services accountable for the taxpayer and citizen alike. These induce a culture of risk aversion and inertia to risky change which impedes hinders and blocks innovation. As the delivery of new innovations and programmes involve higher risk profiles than existing embedded or historic processes even if they have the potential to offer far greater value they face the risk of greater media and official criticism. However current public sector delivery processes treat such innovations often the same as low risk, low reward projects. This means when failures occur, they occur in an extremely public manner often causing severe reputational damage and political embarrassment. All of these consequences therefore act

	as a disincentive for public service workers to engage in such innovations.
Poor skills in active risk or change management	Evidence suggests that before innovation can begin the environment needs an opportunity, motivation and skills. Within the public sector it is not disputed that while opportunity and motivation can sometimes appear present it has been the lack of skills in change and risk management that has severely hindered and potentially threatened innovation processes.
Reluctance to close down failing programmes or organisations	As it is extremely unlikely that public sector organisations will be allowed to cease to exist as a consequence of not being innovative, historically established services that regularly implement failing innovations are rarely closed down. As a consequence of this, public sector innovations have higher sensitivity to testing failure: that is if they have shown problems at the testing stage they will often be abandoned without reviewing remedial measures that would correct such issues. Often such progress issues just require further innovation and perseverance for the new service or process to result in the high value benefits identified in its original policy goals.
Technologies available but constraining	Among these obstacles scholars emphasize cultural differences and red tape as the most significant and powerful barriers (e.g., Kimberly and de Pouvourville

cultural or organisational arrangements	1993). Individuals and organizations tend to oppose rapid changes that contradict their cultural orientations. In a public sector sphere, where the tradition of past knowledge, experience, and conservative institutional solutions strongly influence managers' decisions, such a resistance to creativity and change is widespread (Vigoda-Gadot, 2003, p62). Sometimes requiring an organisation to realign its management processes, systems and more significantly its culture with innovation to maximise its impact, such public sector organisations often face significant resistance. Innovation involving cultural change is often impeded or thwarted because of management and practitioner resistance due to the failure to embed the concepts involved in supported internal innovation and the responsibilities of diffusion within an organisational fabric.

TABLE 4: RANGE OF POTENTIAL OBSTRUCTIONS

2.11.2. Macro-barriers to Innovation

With any process, a significant risk from barriers that delay, cause inertia to build up or cause the innovation process to fail or even not be engaged with in the first place will exist. Some of the key examples are-

People don't like change.

The need for change can be ignored or masked by the employees and management who are responsible for being engaged in any innovation process. Individuals who display contentment in what they produce, have a highly positive self-image central to the work they do or are satisfied with their own achievements often do not see any need to change. Public sector workers with their tradition and bureaucratic history of standardised processes appear to follow the same "self-worth" patterns as their private counterparts. However coupled with the bureaucratic organisational structures they work in, such as the Civil Service, NHS and Local Authorities etc, people focused change aversion and laggard behaviour can be perceived as significantly higher under their circumstances.

Hiding behind rules

Often supporting short term focused National and Local Politicians, or Policy focused Senior Management who need quick results, within a culture of long term employment security in specialised disciplines, although benefiting continuity, the existence of agreed rules gives such influential individuals fewer opportunities or desires to embrace change. Within this historical culture of organisational inertia, compounded by delaying tactics and disregarding management orders by rigid interpretation and execution of rules and processes, the public sector's drive for change and innovation has for a long time faced the challenge of laggard behaviour in pursuing and diffusing innovation.

As for the barriers highlighted in the literature covering the complexity and exploitation of organisation rules there is a great deal of evidence that displays a negative correlation between service rules and innovation. It is therefore not surprising that with the views that reducing “red tape” make employees more susceptible to criticism, such as shown by Kelman 2005, where there will be opposition to such measures, employees appear more likely to become averse to such change or innovation while remaining criticism free by rigidly following the rules.

Rule of Law

As Government processes fall within the rule of law, with the need to treat all citizens and therefore service users equally, the significance of administrative and governance delays on any innovation process cannot be understated.

Borins (2001) and Mulgan and Albury (2003) highlighted a range of barriers which have the potential to impede the development of innovation in, but not exclusively, the public sector:

1. **Delivery pressures and administrative burdens:**

   Workloads and service delivery issues reduce the ability for the sector to innovate.

2. **Barriers that arise from within the bureaucracy/organisation:** (Borins 2001, p310-19). These are hostile or blocking attitudes and activities which impede or destroy innovative behaviours or activities.

Risk Aversion, as highlighted by Stuiveling in 2007 also strengthens the tendency towards bureaucracy; rules provide a shield against criticism. As bureaucratic entities, Government organizations tend to be good at standard operating procedures. Historically the view of the 'Civil Service machine', with its political neutrality especially under the British Democratic model, is that it is expected not to think only to carry out political decisions in a neutral way (Koch et al. 2006 p15-18; Korteland and Bekkers 2008 p16). When this political dimension of innovation is accounted for, then it becomes almost impossible for understanding the diffusion and the adoption of such innovations, as a simple set of functional or instrumental considerations. Such an innovation framework as we find in the current public sector must be viewed as a significantly more complex phenomenon especially when questioning why an innovation has been adopted.

The political dimension of innovation, for many authors, provides an explanation for the 'innovate or perish' debate aspect which highlights the reluctance for public servants to copy innovations that have evidence-based relative advantage over older practices. According to Joseph Schumpeter's theories behind 'creative destruction', defined as "in order for something new to come in order; something older has to be destroyed" perceiving innovation in such a way for the decision makers makes such a view become much more political phenomenon.

Given these public sector political boundaries to work within, it is easy to see how innovation, even when evidence based, under these conditions cannot be seen to develop naturally and must therefore involve some artificial stimulus. Also it can be seen that those individuals, who desire to continue their influence, power or benefits by maintaining the status quo often vigorously contest, overtly or even covertly, such innovation or change.

• **Short-term budgets and planning horizons:**

• **Poor rewards and incentives to innovate:**

• **Culture of risk aversion:** Concerns of accountability, standards and continuity induce a culture of risk aversion that impedes innovation.

• **Poor skills in active risk or change management:**

Limited *opportunity, motivation* and *skills* threaten the innovation process.

• **Reluctance to close down failing programs or organisations:** lack of a survival consequence gives no incentive to innovate.

• **Technologies available but constraining cultural or organisational arrangements:** Impeded or thwarted innovation because there is a resistance or failure to embed innovation within the organisation. Beyond such cultural barriers, bureaucracies are much less amenable to transformation and to innovation due to their complicated and inflexible organizational design and increasing red tape (Vigoda-Gadot, 2003a, p61).

Koch and Hauknes in 2005 on the other hand, concentrated on the size and diverse nature of the organisation to identify the barriers. Such as-

• **The inherent tension between organizing and innovating:**

The size and complexity of a large-scale organisational entity composed of multiple-tiered interlinked systems has a significant impact on an organisations ability to innovate. As bureaucracies with rules that can form a shield for employees to hide behind, complex legal underpinned specialization and a hierarchy to oversee their execution, public sector organisations are not the best construct for the effective adoption of change. Often seen in the literature to have a negative correlation between generating new ideas and their management hierarchy, the way a public sector organisation is managed, and the relationship between the management team and their employees, is often seen as a crucial factor in the pursuit of successful employee engagement in such innovation processes, such as offering their own suggestions.

Any organisation, either private or public sector is a complex construct that requires rules, rewards, training and the right culture. For any organisation with this complexity change requires a massive effort on behalf of the operational organisation as well as the engagement of both physical routine and mental constructed, standard practices by Managers and individual employees. Such physical and thought models are extremely effective in enabling collective action. However their ability to understand and react to their surroundings can be diminished by the sheer effort needed to concentrate on the routine to the exclusion of their desire or the necessity to change which does not penetrate (Kelman, 2005 p21-31; Koch et al., 2006 p38) their thoughts.

This inertia to innovation behaviour can be attributed to the following-

• **High staff numbers;**

• **A large range of professional, semi-professional and ancillary occupations;**

It is strongly argued by many researchers that professional networks act as positive facilitators of innovation within both the private and public sectors. However not all voice that opinion. Ferlie, Fitzgerald, Wood and Hawkins counter this argument by highlighting how professional expertise can act as laggards to innovation: " through social boundaries and cognitive or epistemological boundaries between and within the professions retarded the spread of innovations. Further evidence also shows that such barriers can be further compounded when multi-professional organizations are concerned. (Ferlie et al 2005, p17-134)

• **A diversity of organisational arrangements and service processes;**

• **Obstacles that arise primarily in the political environment:** Such as legislative or regulatory constraints; the allocation of inadequate funding and resources; and political opposition. Partly due to the increasing transparency of politics and the growing role of the media, the more severe punishment for mistakes from public sector innovation failures, far outweigh the reward for excellence available. In the age of 24 hour news access and a global audience, Politicians and public Servants are more aware of being seen as both safe keepers of the public purse and competent innovators**.** This has, and continues to have the effect of increasing tensions in innovation delivery which manifest in most public organizations as the need to avoid mistakes by promoting this issue to a significant operational objective under the guise of quality initiatives.

• **Barriers that exist in the external environment:** Such as public doubts, opposition or scepticism about the proposed innovation

Borins also supplied evidence supported insights into potential tactics for overcoming such obstacles and planning recommendations. He found that such obstacles can be sub-divided into

1. **Barriers that arise from within the bureaucracy/organisation:**

These include hostile or sceptical attitudes; co-ordination difficulties; logistics issues and technological change. Currently the UK public sector faces stubborn internal issues blocking innovation such as staff motivation; middle management resistance; and public sector opposition to entrepreneurial action.

2. **Obstacles that arise primarily in the political environment:**

These include inadequate resourcing and funding issues as well as political opposition and legislative or regulatory constraints.

3. **Barriers that exist in the external environment:**

Evidence shows that such barriers can comprise of such action as public doubts about specific public innovations; opposition by those affected in the private sector by increased competition; and general public opposition or scepticism.

Borins's study found however that, reflecting upon the tendency for public innovation to change existing standard operating procedures, dynamic power structures, and occupational patterns most of these barriers fell within the internal organisational and bureaucratic context.. With its concerns about preserving the purpose of the public service; accountability, balancing efficiency with public interest and questions around fairness, equity and access for all citizens such a context often acts as a significant barrier to innovation.

Other studies have identified further barriers such as Union and middle management opposition, potential incompatibility of organisational values, questions of cultural receptivity such as citizen focus vs. system focus vs. procedure focus.

All of these reasons encourage a static bureaucracy that is much less innovative than similar organizations in the private sector (Vigoda-Gadot, 2003a, p62).

With current research tending towards political and governance solutions to the long term problem of innovation barriers there appears to be a great deal of opportunities to explore the practical and policy initiatives with the potential to have benefits within a continuing austerity driven public sector.

Schepers, (2015) article aims to examine the issue of tackling barriers to sustainable innovation from various perspectives in view of doing further research. They state that from their findings it appears that management of innovation for sustainability requires increased collaboration and mentoring by public governance systems and the elaboration of coherent and inclusive strategic visions also serving the public interest when setting corporate strategies.

There is also a growing research trend towards Innovation barriers in the public sector as being a response to the growing complexity and the reliance on public servant connections and networks to supply Government services while managing escalating cost of government delivery. Alina (2015) accepting Innovation as the key to prosperity identifies corruption, in all its forms such as blocking behaviours for self gain, inimical to innovation. If firms, public services and individuals are to be creative, and if their societies are to make the best use of that, competition and hard work must be more strongly valued than reliance on connections. Alina (2015)

analysis shows that governance that results in such societies is rarer than people think.

Stewart-Weeks, and Kastelle, (2015) have begun to explore the fundamental questions which have plagued Governments for decades such as Why does the public sector innovate, how should the public sector innovate, and, even more basically, should the public sector innovate? Martin Stewart-Weeks, an independent consultant working at the intersection of government, innovation, and technology, draws some lessons from his direct experience and advisory work about how the public sector catches the innovation ‘bug’ and turns it into inspired action. From infection to inspiration to implementation, the public sector needs to lower its defences and put itself ‘in harm's way’ to engage with innovators and new ideas. Tim Kastelle, one of Australia's leading innovation scholars and practitioners, sets out some practical ways that the public sector can extend and entrench its innovation practice. These include managing innovation as a process, shifting the risk equation, and experimenting. They also attempt to tackle the solutions surrounding: If the public sector can innovate what is the best way to create a culture of innovation? What are the key obstacles and enablers of innovation in the public sector? This research has the potential in the future to open up new and corroborative evidence to facilitate future comparison with my research findings.

These Crucial barrier focused literature has to be viewed as the key to tackling the resolution of such deep embedded innovation issues the public sector faces and is therefore key to highlighting the need to explore the following Propositions 7 and 8-

Proposition 7: Government systems faced with moderate risky entry barriers will develop more pioneering output based products than would those in a sector with either low- or very high-entry barriers.

2.12. Proposition 8: context: innovation in bureaucracies

Why challenge when we deliver with what we have got? Innovation in bureaucratic organisations with a relatively static non-challenging culture and a technological base that is difficult to innovate upon, face innovation stagnation. For them continuous improvement without fundamental challenge has been the key to improving efficiency. This process has its place but can and does “crowd out” much needed dynamic innovative activity.

2.12.1. Innovation Exploration boundaries and barriers

By their very nature the imposition of rules and constraints, such as contracts, set improvement methodologies and delivery key target driven procedure, stifle creativity and innovative exploration. However to focus on beneficial outcomes we need a set of guidelines and boundaries to challenge the current bureaucratic risk aversion seems still prevalent in the UK’s public sector administrative structures.

1. Adopt a flexible approach to delivery

2. There are no sacred cows: all can be challenged for innovation

Must be benefit focused: qualitative and quantitative benefits

2.12.2. Overcoming Barriers

Borins (2001) identified three main classes of tactical approaches, with responses including:

Persuasion	Showing the benefits of an innovation; establishing demonstration projects; and social marketing.
Accommodation	Consulting with affected parties; co-opting affected parties by engaging them in the governance of the innovation; training those whose work would be affected; compensating losers; and ensuring the programme was culturally and linguistically sensitive.

Others	finding additional resources; resolving logistical problems; persevering and exerting continuous effort; gaining political support and building alliances; having a clear vision and focusing on the most important aspects of the innovation; modifying technology; changing legislation or regulations; providing recognition for programme participants or supporters; the least employed tactic

TABLE 5: OVERCOMING BARRIERS: TACTICAL RESPONSE

Persuasion and accommodation strategies have been more commonly combined, with a variety of successes and failures to attempt to tackle such barriers, with a mixture of other responses included to target specific issues when believed to be required. The evidence shows also that successful innovators by taking objections seriously and seeking to address concerns in a systematic way tackled some of the barriers with their engagement strategies.

By adopting persuasion strategies with innovation opponents and sceptics, or re-engaging disaffected and de-motivated blockers in the early idea formulation and implementation stages, such barriers can be tackled by assisting all involved to become more comfortable with the innovation in question. By employing consensus building tactics, innovators can by avoiding strong-arm or threatening methods to

support the successful implementation of current and future innovation generation, implementation, testing and diffusion processes.

As identified earlier a system-based approach and new managerial thinking may provide the right tools with which to overcome such barriers (Vigoda-Gadot, 2003a, p61).

The book “Unrelenting Innovation” by Tellis (2013) is about building a culture of innovation within firms. Rajesh Aithal K, (2015) makes an attempt to summarize Tellis’s work by comparing the proposition in the book that culture is the answer to achieving continuous innovation in firms with other researched views. They look at three traits and three practices to reach to the right culture in an organization. The traits are developed over years of market dominance and the practices can be used to push the organizations, even in non-market or monopoly delivery towards the path of continuous innovation. The findings are backed with research and case studies from firms which have succeeded at innovation and those which have failed and can be viewed as an alternate solution to the incumbent's curse!

The literature on overcoming public sector innovation barriers is very weak indeed. This highlights the importance of the key research questions. This also shows the important link between technology and overall innovation in the following proposition as part of the wider research-

Proposition 8: **In Government where technological innovation is relatively static, or refreshed only on a contract basis different participating bureaucracies are less likely to develop multiple stands of innovation.**

2.13. Proposition 9: context: flexibility

With its reliance on specialised innovation teams and “search-purchase” processes a gap in the public services micro level innovation generation & exploitation skills, management and drive appears to have developed over the last five decades and especially within current policy restrictions appears to continue to hold back “true” innovation. Maybe experimentation and learning how to encourage develop and diffuse generated ideas needs to come first before organisation design and contract negotiation.

2.13.1. Learning to Innovate: ideas generation within the Civil Service

In 2005 Bessant, focusing on how the public sector can learn from the private sector, tried to answer how pioneering companies design their organizations for continuous learning. By employing learning strategies as part of any risk focused innovation process loop within a learning organisation, Bessant identified that it is possible to assist identified improvement opportunities to become a core feature to any benefits realisation and failure management plan. Such strategies as ‘learning-by doing’ (Bessant 2005, p35) and learning from failure can be viewed as *intrinsic motives* (OECD 2009). Failed innovations, when exploited within such a strategy, can deliver significant benefits and supply new and unconsidered innovation paths especially those which require room for experimenting, taking risks and experiencing failure (OECD 2009, p30). For many, although hotly contested because of their risky nature, it is this experimenting and ‘double-loop-learning’ which is exactly what the public sector lacks (Bessant, 2005, p38; Termeer, Wesseling and Zouridis, 2005, p10).

A simple lesson that has been identified by the public sector from the private sector to assist in change is the need to increase investment in innovative research, development and innovation but even in the pre-2008 'economic boom times', scant attention though has been paid to this subject in the literature (OECD 2009, p30). Innovation it seems for many authors, covering both the Private as well as the public sectors, is expected to spontaneously erupt within organizations without reference to when or the limited amount of resources available for the public sector to invest in such tasks. One of the few views that challenge this is provided by Lewis and Moultrie, 2005, in their discussions on developing innovation laboratories and the benefits such investments could have to the public sector.

2.13.2. Learning effects and learning curves

A fundamental constituent of increasing returns to adoption is the effect of learning (not only on technological innovation but also on production and diffusion). Three key types of learning are typically identified in the literature: *learning-by-doing*, *learning-by-using* and *learning-by-interacting (Greenacre, Gross, and Speirs 2012, p9).*

The concept of ***learning-by-doing*** was first articulated by Theodore Wright in the 1930s who observed that the labour cost of producing an aircraft frame declined with the number of frames produced. This idea was formalised in a paper by Kenneth Arrow in 1962 which proposed that the productivity of a firm increases as the cumulative output for the industry grows (Arrow, 1962).

Learning-by-using refers to the gains in knowledge from subsequent use of the product by consumers.

Learning-by-interacting arises between producers and users and is “mediated not merely by price mechanisms, but also by closer interactions involving mutual trust and mutually respected codes of behaviour” (Foxon, 2003). Thus, when difficulties occur in technological systems, communication between the needs of users and the capabilities of producers is required, in order to affect mutually beneficial learning. This gives rise to process or product innovations (Philip Greenacre, P, Gross, Dr. R and Speirs, J , 2012, p9).

These three types of learning occur within a current technological system or regime, and therefore generally give rise to incremental innovation. More recent thinking argues that most radical innovations develop from niches outside the current dominant regime. In addition, a fourth type of learning – learning by researching - should also be included. This too may give rise to radical innovation though it often results in less dramatic incremental development as well (Greenacre, Gross, and Speirs, 2012, p9).

2.13.3. Engage, diffuse & communicate: public-private cooperation

The concept of Private sector to public sector innovation transfer has been suggested in many studies over the years as a fundamental way of engaging innovating companies in knowledge, technological innovation and process partnership. However in practice, it seems that it is rarely done (Vigoda-Gadot, Shoham, Schwabsky and Ruvio, 2008, p307-329) with many of these relationships, although having good intentions to transfer actual innovation, are focused on contract delivery only. This, though, has not dampened the enthusiasm of some researchers and practitioners who still pursue the successful exploitation of such innovative cross sector partnerships especially in the provision of knowledge and learning opportunities.

Bessant highlights that: "[…] there is a strong case for learning across the two sectors, not just in terms of transferring well-proven lessons (adaptive learning) but also for 'generative learning', building on shared experimentation and comparison of experiences around discontinuous innovation"(Bessant 2005 p41). Within the bounded definition of public sector innovation many of these studies, akin to Bessants study in 2005, have attempted to answer the question: Can public managers learn from best practices or good practices elsewhere in the public sector or in the private sector? Even though, this is a key question impacting on the development of improved innovation diffusion in the public sector, little academic literature exists exploring and analysing the successes or failures of such an approach.

One such academic attempting this targeted analysis is Buen published in 2006. In his research into the Wind power generation industry involving the long term public-

private engagement and cooperation in the Scandinavian countries of Denmark and Norway, he contrasts their respective innovation drive success. As the interaction of public and private motives blend together, any attempts to keep them separated can work counteractive to any governance innovations (OECD 2009, p14). Norway motivated by a public need has lagged behind, while Denmark with its drive for innovative benefits has steamed ahead. Denmark, by adopting a seemingly private motive strategy to stimulate both technological change and industrial growth has exceeded all expectations by creating public benefits. This highlights the reduction in the need for such widespread governance innovations as well as supplying evidence for the closing of the distinction gap between public and private interests especially where innovation is concerned.

2.13.4. Niches

In terms of rules and social networks, niches are different from technological regimes in two ways. First, while rules in regimes are stable and specific, rules in niches are fluid, broad and diffuse. Protagonists are typically guided by “diffuse scenarios‟ about the potential of future technologies *(Greenacre, Gross, and Speirs 2012, p23).* Through learning more about the innovation, technology and its use these rules become more specified and less unstable. Second, while regimes consist of large social networks, niches are carried by small and precarious networks. An important part of the work of niche protagonists is thus to manage and expand the social networks, in particular to enrol other actors *(Greenacre Gross,and Speirs, 2012, p23).*

Geels (2002) argues that niches are the seeds for change as well as the building blocks for transitions. And whereas an existing regime generates incremental innovation, radical innovations are generated in niches *(Greenacre, Gross,and*

Speirs, 2012, p23). This research suggests regime shifts, and ultimately innovative transitions, may occur through a process of niche-cumulation *(Greenacre, Gross, and Speirs, 2012, p23).* This means that a number of initially separate niches gradually grow, converge and form a new regime.

Niches being inherently risky can represent a form of "systems failure", in which current market mechanisms fail to give sufficient incentives, and where public support could be used to create a more favourable risk/reward climate for niche development (Foxon, 2003).

2.13.5. Improvisation or innovation: public sector improvements

Bessant (2005) with his extensive writing on experimentation and the possibility (even the benefits) of failure has in many ways been superseded by the work of such authors as Lars Fuglsang etc and their work on improvisation / bricolage within the public sector.

Entrepreneurial initiatives are often carried out in resource-constrained environments where firms adopt "bricolage", that is, the strategic combining of existing resources to create unique opportunities and greater value for clients (Baker & Nelson, 2005; Garud & Karnoe, 2003).

Building on the capability view of competitive strategy, research has attempted to show that entrepreneurial project-oriented service firms pursuing innovation-based competitive strategy nurture and develop bricolage capability—strategically recombining resources to exploit unique value-creating opportunities, which in turn lead to higher levels of service innovation (Salunke, S et al, 2013, p1086) and acts as an influence upon supportive innovation direct in a significant and positive manner. (Salunke, S et al, 2013, p1092).

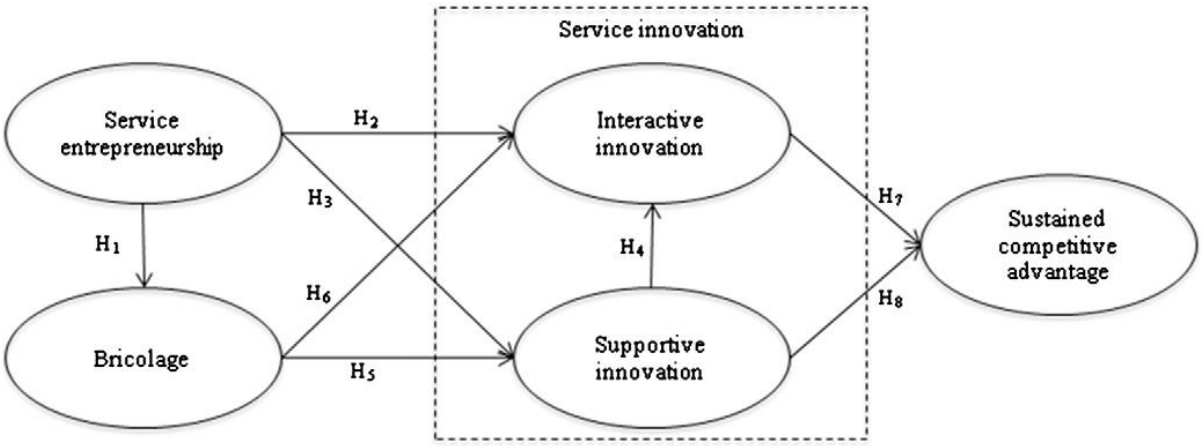


FIGURE 6: A CONCEPTUAL MODEL OF SERVICE INNOVATION-BASED SERVICE COMPETITIVE ADVANTAGE (SCA) (SALUNKE, S ET AL, 2013, P108)

However in the public sector service competitive advantage only exist within a state led monopoly so where does the motivation for innovation come from then? This will be explored in Chapter 4.

This research conceptualizes bricolage as a distinctive capability and refers to the project-oriented service firm's capacity to recombine resources when faced with resource constraints or when having to work with limited resources to generate greater value for or with the respective clients. Specifically, such behaviours comprise making do by recombining resources at hand for new purposes (Baker & Nelson, 2005).

Not only would managerial intervention accentuate and shape the strategic use of bricolage, firms will be able to better differentiate skilful from less skilful bricolage (Baker, 2007).

Along with entrepreneurial behaviour, bricolage is also linked to innovation (Baker &

Nelson, 2005; Katila & Shane, 2005)

To take advantage of this the public sector may be able to exploit “collective bricolage” (Salunke, S et al, 2013, p1088) with all involved harnessing the resources at hand to innovate thus breaking the dependence on purchasing or extra funding to generate ideas. If indeed bricolage is likely to influence innovation in general, a question in relation to this research is whether service firms make frugal use of resources in a balanced manner at the front-end (interactive) and back-end (supportive) (Salunke, S et al, 2013, p1088).

To paraphrase Salunke et al (2013) for the public sector to harness bricolage methods they will need to answer “yes” to the following three statements-

1. My department combines resources in ways that challenge conventional business practices
2. My department combines resources in a manner that extracts value from under-utilized resources
3. My department deploys resources in ways that allow for innovative solutions

Sadly from the current evidence apart from question 2 the answers seem to say a resounding “No”. Hopefully this can be changed to at least a “Not Yet”.

2.13.6. Success, Failure, improvisation and experimentation

With the link between innovation and improvement often disputed it is not surprising that identification and measurement of the success or failure of an innovation is often disputed. The OECD in their 2009 review found that throughout the literature over the period 2005-2008, apart from Hartley in 2006, failure, as a researched subject and not just an acknowledged potential consequence of innovation, appears under represented. However with the failure in the 2008 banking derivatives market for mortgage sell-on bonds, a financial innovation, almost overnight ‘Market Failure’ became the prominent driver for public sector Innovation.

Literature on the quantification of the success or failure of innovation in the public sector has been fuelled mainly by the need for quality analysis for businesses and policymakers using specific collected performance data covering individual nations and cultures. This, as identified by the OECD in 2009, often neglects multinational, transnational institutional and multicultural contexts, such as with the European Union, trade federations or United Nations contexts, making it a perfect area for further concerted academic study. Much of this problem is placed solidly at the door of the risk-averting nature of public sector organizations.

Research literature into exploring diffusion failure in innovation appears also to be under represented. Ferlie, Fitzgerald, Wood and Hawkins by not providing a conceptual framework of innovation for analysis failed to cover issues concerning potential benefits from such failures as well as disadvantages created from any impediment in innovation spread (Ferlie et al 2005 p110).

2.13.7. Fostering successful public sector innovations

Mulgan and Albury (2003) in their research proposed a four element non-linear natured innovation framework to assist with the understanding of how innovation can be fostered within the Innovation Process.

- Generating possibilities, i.e. how ideas for innovation are stimulated and supported.
- Incubating and prototyping, i.e. the mechanisms that are used to develop ideas and manage associated risks.
- Replicating and scaling up, i.e. the promotion of effective and timely diffusion of successful innovation.
- Analysing and learning, i.e. evaluation of what works with a view to promoting continuous learning and improvement in public services. Although critical, it is the most neglected element in the innovation process.

In much of the innovation literature the evidence shows that when fostering innovation any organisation, on the whole, needs to adhere to the following rules:

2.13.7.1. Attention to views of all relevant stakeholders

Evidence consistently shows that front-line staff and middle managers are the most frequent initiators of public management innovations (IDeA Knowledge, 2005, p21). However other research equally indicates that these staff and managers are also likely to act as significant blockers to innovation generation and diffusion. This wide range of opinion is hard to reconcile until you look at the motivation and opportunities to innovate. UK public sector organizations appearing to be in a constant state of flux bending to the political decisions of Government policymakers could be changed internally to be made more supportive of innovation if the front line staff and more importantly line management are given the time, resources and given encouragement to partake in innovation activities. Given the volatility of engagement

practices in the public sector, embedding much needed innovation practices over the long term is another matter.

Involvement of end-users at all stages

The views of end-users have to be taken into account especially when developing the requirements for and implementing operational ready innovations. For example, such involvement in the design, development and validation of prototypes contributes to the early identification and remedy of faults. Equally, careful attention to user requirements at an early stage can also facilitate the easier acceptance and diffusion of innovation (IDeA Knowledge, 2005, p22). However in the UK public sector such innovation and change practices are often seen as something that is done to them and not something they should necessarily actively partake in.

Innovation champions

Supporting all of the interactions within a system of Innovation depends both on individuals and a wider range of other factors. From organizational design and structures through to working practices and the organisational culture etc., evidence does suggest that some individuals are more adept at introducing and supporting innovation (Howell et al, 2005). Innovation champions, both in the private and public sectors, are usually individuals with a broad ranging role who have a good grasp of the issues that affect their organisation. By conveying belief in and enthusiasm for the proposed innovation, they can drive the organisations strategic and relational agenda to enlist the support and involvement of key stakeholders to drive forward the change needed to embed an effective culture of innovation. In the public sector however these influential individuals are often senior managers or Directors responsible for strategic decisions rather than operational delivery. This can

sometimes lead to a “Champion” being viewed by many as disconnected from the Innovation process.

By harnessing both internal and external factors to scout for ideas as well as the private sector commercially arranged channels, by seeing new ideas as opportunities and not as threats, the Innovation Champion drives the generation process forward.

It is very important to differentiate between innovation champions in both the private and public sectors and innovation units. From research in both sectors, evidence suggests that although having innovation champions to promote and drive innovation, setting up separate innovation units is not conducive to greater and diffused innovation (IDeA Knowledge, 2005, p22). In this case innovation units are often wrongly expected, by staff and management alike, to generate or identify the ideas as well as develop implement and diffuse successful innovation as a distinct activity from their own tasks and responsibilities (IDeA Knowledge 2005, p22). This has certainly been the case in the UK public sector where the policy to “purchase to innovate” has been implemented in recent years especially before the 2008 credit crisis.

Ensuring full range of requisite skills is available

It is important to ensure that the relevant staff/managers have the necessary skills at each stage of the innovation cycle (Ling, 2002). For example, at the first stage of generating ideas there is a need for enhancing one’s understanding of customers and suppliers using a variety of applied science, modelling and “what if” scenario building as well as learning through listening and partnership working (IDeA Knowledge, 2005, p22). The skills range should provide opportunities to further

develop an understanding of an organisations culture, structure and dynamics, develop reflexive practitioners, spread innovative clusters and networks capable of diffusing the innovation across an organisations internal infrastructure. By harnessing project planning and risk management skills as well as most importantly providing an environment for autonomous leadership, vision and decision making at all the stage, all participants have an important role to play. Where innovation is being diffused and lessons drawn and adopted, the skills required included diplomacy and persuasion, communication and marketing (including social marketing), creating conditions for incentivising uptake of successful innovation and assessment and evaluation to identify and measure success (IDeA Knowledge, 2005, p22). In the public sector however given change inertia and the almost constant state of flux, staff and managers appear to lag behind in training requirements meaning that many feel under equipped for current proposed changes let alone for trying out innovative processes and practices under risky conditions.

E Learning to accept and manage risk

As we have seen the public sector has been historically averse to risk taking (NAO, 2000). Yet one key element in the innovation process is the need to accept and manage risk by creating greater tolerance for risk taking and empowering staff to take initiative and think creatively, even if this results in some cases in “honourable failures” (Mulgan and Albury, 2003).

Current research by Currall, Frauenheim, Perry, and Hunter, (2013) highlights theory underpinning Organized Innovation as a way of harnessing successful innovation in the underperforming capitalist governments and economies. They state “Organized” and “innovation” are words less heard of together in recent times. But point out that from their findings an organized approach to innovation is precisely

what America needs. They present a blueprint for coordinating technology breakthroughs to advance America's global competitiveness and prosperity. That prosperity is at risk. As other nations bolster technology innovation efforts, America's research, development, and commercialization enterprise is falling behind despite its tradition of "hot house" innovation and invention in the 19th and early 20th centuries with such concentrations of innovative creativity as with the Edison Laboratory and its Federal driven wartime projects during World War 2.

An "innovation gap" has emerged in recent decades, where US universities focus on basic research and industry concentrates on incremental product development. The country has failed to address the innovation gap because of three myths—innovation is about lone geniuses, the free market, and serendipity. These myths blind us from seeing that we tolerate a dysfunctional system of unorganized innovation. Organized Innovation provides a framework for optimizing the way America creates, develops, and commercializes technology breakthroughs. A roadmap for universities, business, and government, Organized Innovation argues that leaders can purposefully create the conditions that best generate high-impact technologies. The framework's three pillars—Channelled Curiosity, Boundary-Breaking Collaboration, and Orchestrated Commercialization—provide prescriptions for fostering those conditions. The model they produced is grounded in their seminal study of the National Science Foundation's Engineering Research Centre program, which has returned to the US economy more than ten times the funding invested in it. They stated that for too long, the US's approach to technology innovation has been unorganized and explain how to organize innovation for a more prosperous, hopeful future. This could open new research leads for the future also.

Accounting for the flexibility and change focus of current public services and the rules which need to be followed for successful innovation processes to be embedded this study aims to explore what barriers appear to be evident to the development of pioneering innovation. Therefore the following proposition with its focus on pioneering processes and culture following the identifying literature trends highlights how innovation needs to be embraced as an important feature in public sector change-

Proposition 9: The success of pioneering bureaucracy products/processes (modified innovation) is likely to increase with flexibility in related and unrelated multiple sourced R&D events, networking and diffusion skills (marketing skills).

2.14. Proposition 10: context: historical impact

The theoretic literature and evidence shows public sector management in Civil Services like the UK still require significant reform from the deep embedded post-colonial administrative culture of the last 200 years for the adoption of revived innovation to be effective. Although progress is being made and has been since the 1980s such historical and staff engagement barriers still have a significant influence on innovation especially involving wider organisation reform. This apparent underlying problem appears to be compounded by the fact that most western or post-colonial governments have not been built for the cultural changing Information age challenges they are facing (Steinberg, 2014, p09). They are often seen as bureaucracies based within delivery silos, administrating burdened by a historical embedded culture, rather than modernizing integrated organizations that innovate. And while the public sector is still relatively strong, its size and legacy impedes it from doing more of what we need it to do (Steinberg, 2014, p10)

His argument is not about reducing the public sector in favour of market innovation. The future role of the public sector needs to be questioned. Such as how should public services be redesigned to meet today's challenges? What effects and impacts upon the public sector? And how do you transition the current system towards those new principles? All weighty questions still to be answered by politicians and policy-makers alike.

Steinberg believes that ‘labs’ can help the public sector create safe spaces freed of legacy to experiment and find pathways towards a more innovative and effective sector (Steinberg, 2014, p14). By creating a community of practitioners (‘art’ or ‘science’) the public sector will display the potential to secure the mandate to experiment in the pursuit of better solutions. By doing so innovating behavior will emerge without the burden of legacy and status quo.

To enable this, his key portfolio of coordinated initiatives is based on three distinct but interconnected categories:

Practice: His work contributed to the building of the Helsinki Design Lab as a platform for codifying and experimenting on the practice of strategic redesign to tackle: How do you innovate on large-scale societal challenges? What is the architecture of the solution? And how do you deliver strategic improvements rather than process improvements? The OECD (2014) has also extensive research work being undertaken on innovation labs as a potential solution to innovation inertia in government.

Projects: He states it is really hard to change organizations or to innovate on large challenges. By implementing discrete individual projects correctly the accumulation of deliveries can achieve the larger challenge as well as helping create a common risk managed culture of innovation.

Capability

Innovation is about creating career paths for people building innovation within organizations. Harnessing design’s power to innovate is crucial, but designers have little experience of working in the public sector and public servants have little understanding of the practice of design. Such mechanisms as skill exchange

partnerships and networks, when implemented correctly place design within the public sector to help build innovation from within.

Steinberg 2014 identifies the problem with innovation in the public sector is that public Servants are asked to adapt to the logic of how things are, rather than to what they should be. Developing such 'labs' and networks can offer the freedom to build the science, practice, and culture of an innovative public sector. Such freedom allows innovation to be implemented during an organizations change journey, meaning government can still operate while it innovates. Risk of failure will always exist, however 'labs' as a low-risk strategy is ideal for meeting today's transformation needs and citizens needs of the future. Research is now identifying the greater risk to government delivery is the risk of not innovating.

Dolfsma, and Velde, (2014) emphasized the dynamics in economies and industries, Schumpeter points to entrepreneurs carrying out 'new combinations'. His work, and in particular the Theory of Economic Development, is often interpreted as praising individual entrepreneurs setting up new firms to contribute to an industry's innovativeness. This has come to be referred to as the Schumpeter Mark I perspective. Later, however, in his Capitalism, Socialism, and Democracy, Schumpeter has rather suggested that large incumbents are best positioned to contribute to an industry's innovativeness (Schumpeter Mark II). In this discussion, however, the possibly different effects of structural as opposed to dynamic industry competitiveness are often not taken into account. In addition, the contribution of new and small firms to industry innovativeness is often conflated. Using New Product Announcements as a measure of innovation, we find that industries dominated by small firms prove consistently and significantly more innovative than industries where large firms dominate. Taking account of industries' structural and dynamic

levels of competition, they found that high existing and increasing levels of new firms entering an industry, exercising what Schumpeter called the 'entrepreneurial function', actually decrease industry innovativeness. They concluded that the contribution of small firms in terms of industry innovativeness (akin to large and small public service bureaucracies) is different from that of large as well as new firms, suggesting a Schumpeter Mark III perspective.

The literature trend appears to show that these New Schumpeterian type Industrial scale bureaucracy age barriers do play a part in impacting upon innovation generation and therefore highlight the need to explore the following proposition:

Proposition 10: Relative to age and historical culture, older bureaucracies will be less likely to share major product innovation, but will do so when multiple smaller innovations are available (or anticipated). (Younger bureaucracies, however, will be more likely to share innovation. New Government management culture focused on specifically new policy deliverables will have more pioneering products than would the historically bureaucratic Civil Service management with a long historic baggage).

2.15. Summary and Conclusion from Literature

The current state of the literature on public sector innovation even though significantly improved in recent years and useful to assist in understanding some of the issues hindering the creation of an innovation environment conducive to exploiting successful innovation appears only to partially address the answers needed to resolve this long running problem. Identifying innovation barriers and their related impacting externalities upon internal focused public sector bureaucracies to manage their desires to innovate remains a major problem. This is why research should continue, referencing overseas experiences and findings to avoid wasteful duplication of efforts and to exploit useful synergies between different national approaches (Matthews, 2009, p50). As Innovation is seen internationally to occur in every domain, involving multiple dimensions of innovations at every level and on every scale possible, the subject's issues and long term solutions deserve investigating in depth. Ideally this requires an elaborate description of the innovation investigated (OECD 2009, p14) but is beyond the scope of this study which only partially covers this debate within the evidence analysed within Chapter 4.

Such definitional views and opinions on the public sector theories are often subject to an individual's subjective view of how the very specific world of public sector innovation works. Much of the research community, therefore, continues to identify a damaging lack of in-depth analysis utilising a "structure and agency" theory of innovation processes for this lack of understanding. Nevertheless, from the examples identified it is possible to draw some general conclusions and lessons as to why they were successful (IDeA Knowledge, 2005, p46). The literature supports that possessing the capability to "Spot gaps in service provision or modes of delivery" is essential for public service innovation. It also supports the view that an ability to act either within a clear legislative framework or within a programme design is needed to empower actors to be creative in implementing a policy (IDeA Knowledge, 2005, p46).

Making use of the right political circumstances when they present themselves.. With high level political support genuine cross-departmental collaboration can "ease the way" and facilitate the introduction of innovative services. However for this to be successful any approach needs to be coupled with effective communication between all levels of Engagement with local or sub-local service users. This allows the innovative service provision to be specifically tailored to meet their needs and be accepted more easily (IDeA Knowledge, 2005, p46).

It is evident from the literature especially in recent years that e-government innovations (as championed by the Government Digital Service. GDS), innovations in the usage of renewable energy sources, various innovations in service delivery to citizens, and innovations at the level of local government especially in healthcare are highly represented. However it is often argued that where healthcare is involved,

although it is a public service, given the spread globally of market driven health provision, it must be viewed as private sector innovation (OECD 2009, p14) especially for generation and diffusion or at least an ambiguous public-private innovation. Therefore the national public service I have focused upon falls clearly into the orthodox systems model of public service barriers and must be reviewed accordingly in line with the research questions and propositions identified.

The growing need in the beginning of the 21st Century to improve managerial and public sector process quality within state-owned bureaucracies while cutting costs especially combined with the need for exerting a stabilizing influence on a welfare state (Thompson and Ingraham 1996) has seen the desire and need to exploit the potential of expected benefits from innovation expand exponentially in governments across the globe. This is currently being identified academically and by policymakers as being crucial in the survival of effective Government especially within states like the UK and others with welfare mechanisms especially in the post 2008 austerity period under creaking financial pressures to maintain current delivery expectations with fewer resources. It is this studies intention to critically explore with reference to the significant Innovation theories and paradigm shifts which have influenced the debate and policy implementation since the late 1930's which have been used to attempt to both identify and resolve the barriers to success.

3. Chapter 3: Research Methodology

Philosophical Framework and Research Methodology

3.1. Theoretical Perspective

Given the quantitative bias of much of the public sector innovation literature, the subjective nature of its culture and organisation behaviour is mainly overlooked. With the adoption a qualitative approach with social constructivist epistemological foundations, the researcher justified his choice of research methodology as the most effective way to explore civil service attitudes, experiences and understandings, not as a universal truth (Flick, 2004) but as an intention to gain insights into barriers to innovation.

3.2. Epistemology

The epistemological foundations of the author's research with a desire to add to knowledge in a real context fall within phenomenological study. Therefore after exploring several philosophical research stances and carrying out an Action Research pilot study (Coghlan, and Brannick, 2010), it quickly became clear that due to the bureaucratic nature of embedded government processes the impact of any Action Research would be negligible on existing change. Therefore it became apparent that utilising "truth based realism" would be the best approach to underpin the research methodology especially within an ethnographic framework. Relying on both realism and ethnography to explore for the "truth" concerning the subject of innovation under constraints within specific bounded non-market based organisations and culture, allowed me to construct the prime research philosophy involved throughout this study.

3.3. Ethical Issues

As with any research, care had to be taken with managing and acknowledging all ethical issues, including Corporate Responsibility, to ensure all who take part are not exploited in any way including the researcher. The research is conducted in line with Northumbria University's Ethics Policy and has been submitted for approval by the Newcastle Business School's Ethics Committee ahead of the commencing of the first data gathering period.

By combining my Doctoral research with current Civil Service role, it was anticipated that research findings would ultimately have potential influence. However this raises specific ethical issues especially surrounding the employer and employee relationship and the inherent risks of accusations of bias that can surface. Therefore my personal ethical position had to be viewed as a central consideration especially concerning mitigating any potential results bias. This bias was mitigated by gaining Executive Committee permission for research access and boundaries. The audience is the change and innovation community within the public sector and are therefore the key participant targeted research groups. To facilitate organisational consent the participant department Chief Information Officer was approached to act as the research champion (Duncan and Spicer, 2010) throughout the lifecycle of the study. All assumptions within the analysis and interpretation were agreed with and signed up to by the participants. This allowed me the ability to build a significant level of trust as well as gaining unprecedented access to the uncensored views on public sector innovation of the managers and employees.

3.4. Methodology

By gathering participant response data using qualitative research methods the researcher planned to use his Civil Service role as an Innovation IT consultant to immerse himself, as facilitator, within the departmental change settings to enable and influence the process development via Action Research the generation of a rich understanding of the public sector actions which continue to contribute to the creation of innovation barriers. The researchers particular role throughout was to facilitate and administer the data gathering phase. This enabled him to maintain shared values with the participant group while strengthening the evidence gathered.

Securing repeated access therefore was not a problem due to active involvement with the institutional "gatekeepers" reassuring them that no reputational issues would be damaged with this research and that tackling these long term innovation "barrier" issues has the potential for unleashing many untapped benefits for a changing public sector. However as will be seen later the "inability to influence" crisis meant that alternative an ethnographic shared cultural focus method was more appropriate to the research study in hand.

Because qualitative data are drawn from a wide variety of sources, they can be radically different in scope. There are a wide variety of methods for analysing this language-based data, many of which involve structuring and coding the data into groups and themes. Grounded, social network, discourse, narrative and conversation analysis can be used as isolated methods for data exploration. After careful consideration, as the researcher had some ideas about hypotheses or themes that might emerge, content analysis was chosen to look for them in the data that had been collected. This took the form of a template analysis technique which incorporated critical, conversation and social networking aspects. Utilising this as a leading process reinforcing the ethnographic nature of the study, this therefore allowed

multiple levels of meaning to be explored reinforcing the use of thematic template analysis as the primary research technique[1]

3.4.1. Philosophical Foundations

As well as ethically the role as an embedded researcher within the participant Civil Service department raised some philosophical issues. Traditionally ethnography is anchored in the philosophy of realism, the idea that reality exists independent of the researcher (Hammersley, 2002). Underpinned within a phenomenological social constructivist view, the research relied upon participation is certainly focused upon that. My internal position embedded within public sector innovation enabled my research to gain access as well as being critically reflective utilising my own life events, memories, and innovation experiences to add value to the understanding of this complex topic.

[1] Find more at: http://www.skillsyouneed.com/learn/quantitative-and-qualitative.html#ixzz3wwZiFtAM

3.4.2. Data

The main ethical concerns over data cover the crucial areas of security of information, research accountability and transparency within any analysis phase. The research met all relevant Security requirements by adhering to current UK HM Government data security protocols including the Official Secrets Act and archiving. This ensured research and participant confidentiality and personal information anonymity for all involved during the study and especially within any subsequent reporting of findings to the HM Government.

3.4.3. Initial Data Gathering Pilot

Given the nature of the problem, initially data gathering by Participatory Action Research (PAR) (Coghlan, and Brannick, 2010), appeared to be the best method especially after initial consideration to support the researchers desire to interact with and aim to influence the development of participant department's innovation processes. However in the initial pilot study it soon became evident that severe barriers to actual influence actually exist within the organisation observed. This meant a fundamental reconsideration of the underpinning methodology had to be implemented. Early feedback highlighted a significant perception that staff and even low level management, have no influence on the generation or the trialling of innovation within the daily schedule of their work. Also given the apparent widely held views by staff on the growing inability for public sector managers to make fundamental decisions without reference to senior management chains in support of such innovation changes, it became clear that a more meta-ethnographic methodology should be adopted.

3.4.4. Ethnographic Methods

As derived by the anthropologist, Geertz in 1965, ethnography is defined as an interpretive theory of culture involving social interaction behaviours and perceptions of public sector innovation barriers that hinder the embedding of such practices that occurs within groups, teams, organisations and communities (Reeves, Kuper, & Hodges, 2008, p512). Ethnography is suitable if the needs are to describe how a cultural group such as the professional grouping as Civil Servants, works and to explore their beliefs, language, behaviours and also issues faced by the group such as innovation generation change. By selecting specific themes, issues or experiences to study about the group these provide an orienting framework for the study of the culture-sharing group. With its key features are multiple methods, researcher engagement, researcher as an instrument and the embracing of multiple perspectives, applying ethnographic methods as fieldwork for innovation barrier exploration met the studies need for a robust and effective methodology.

The research's central aim is to provide insights into the actions, views, opinions which contribute to such barriers as well as the nature of the environment these barriers exist in, through the collection of detailed observations and interviews in the form of field notes. Therefore by adopting an ethnographic research method the researcher was able to immerse himself within the research subject to assist with the identification of such innovation barriers within a working Government Department (Dept C) successfully delivering the sample and representation. This was completed by developing a wide distribution jobs list across and up the full management hierarchy covering forty individuals at all grades and job types from organisation charts and specialist team lists. Although a few approached decided not to take part enough agreed to make the sample size workable and representative of all within Dept C. The term Department C has been used to maintain anonymity for the Civil Service Department involved.

3.5. Data Collection and Exploration

Definition and understanding of what Innovation is

As stated, data, both written and verbal, was collected over four periods spread over 2013 and early 2014. Over each quarter by encouraging the participants to openly share their observations, issues, experiences and views the sample team explored their shared views both positive and negative, similar and contrasting by telephone conference without a structured agenda, questionnaire discussions, face to face meetings and electronic blog and event prompted e-mail communications. With their shared experience the researcher was able to facilitate the events while supporting the participants to be open and honest. These discussions included

What do you think innovation is in the Dept C?

What are the key concepts in understanding what innovation is, especially in view of the complexity of the subject?

What are the methods, mechanisms and contexts that have been known to foster and facilitate innovation in the public sector?

From simple beginnings by encouraging open unstructured discussions around questionnaire and exploration questions a comprehensive picture of 21st Century Civil Service innovation began to form.

3.5.1. Questionnaire

The Centre for Public Service Innovation (2008) used a questionnaire (APPENDIX 3, Page 639) as a tool for assessing innovation leanings at a departmental level. This questionnaire was designed to assist managers to measure the level and extent of the innovation in an organisation. Therefore by adapting its twelve questions, and using unstructured as well as semi-structured interview techniques the researcher related them to the propositions identified. This then was used as a catalyst for descriptive data gathering opening up open multi-channel discussions across all departmental UK locations. These channels focused upon the informed perceptions of current public sector innovation and current innovation supported practices within prearranged teleconferences, documents, chat room blogs, e-mail correspondence, texts, drop-in SharePoint groups and face to face discussions. Further data was collected by drafting participant structured interviews and written electronic questionnaire completion over four quarters of the data gathering phase of the study.

From the texts generated it was possible to build a comprehensive picture of innovation activity, views and opinions from documents, published material and a representative sample of thirty management and staff as well as five senior management participants. This represented the full cross section of individual involved in various levels of innovation.

3.5.2. Data Collection and collation:

Written responses to the following twelve CPSI (2008) questions from the 30 sample participants were analysed to interpret their relationship with, and to explore by three level analysis their views, experiences and opinions on innovation for each related proposition. Following on, by using a combination of individual and group telephone conference discussions each respondent then was encouraged to explore these views, experiences and opinions to enable the ideas to be modelled and expressed in a narrative form. From this notes were drafted of the conversations to enable template analysis (APPENDIX 1, Page 394) to be carried out of all sources to indicate where barriers to public sector innovation could potentially be identified. By utilising a spreadsheet template to interpret initial, secondary and subsequent comments a three level thematic analysis was initially completed. Given the amount of evidence that this created, the template structure was adjusted and findings drafted accordingly. This had no impact on the overall analysis so the supporting Level 3 analysis findings were removed from the main body of the narrative draft and then utilised to support the primary (Level 1) and secondary (Level 2) findings in APPENDIX 2 Page 576. The remaining analysed responses were used as evidences to critically support the development of a systemic model of innovation barriers. Initially the questionnaire responses for the twelve set questions were mapped[2] against the individual identified propositions. This allowed responses to be coded and interpreted accordingly.

This questioning allowed the findings to be synthesised with the identified propositions. Linking the literature with the interpreted evidence. Analysis and evaluation of the responses can be found in Chapter 4, and 5 with potential solutions explored in Chapter 6.

[2] This question allocation has been recorded in APPENDIX 3 Page 639.

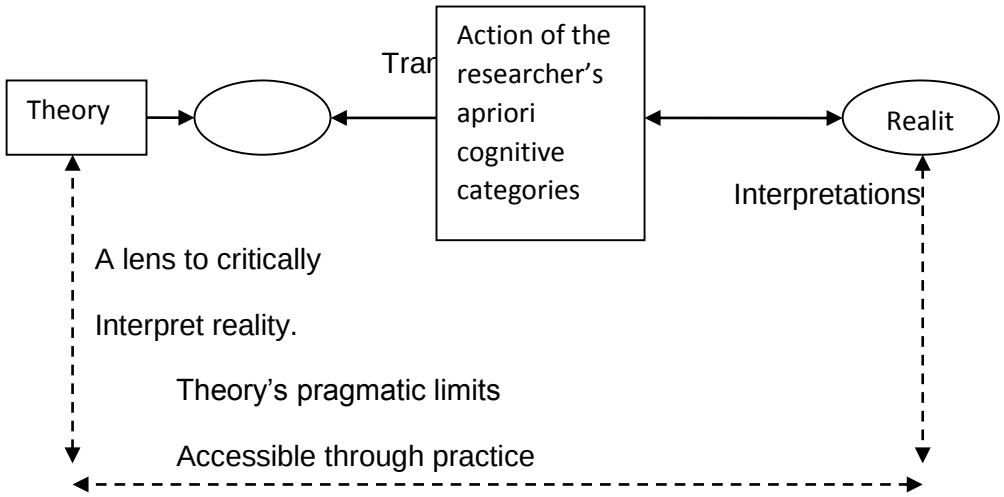
3.5.3. Follow up Questioning

To enable further information to be collected three further questions were posed during discussions: What would help you contribute to innovation? What are the current things stopping you innovating where you work? What innovative changes if any have you observed or been involved with since 1 January this year? These enabled specific personal and localised innovation issues to be identified for further exploration.

Evaluation: Critical Theory

By utilising ‘quality assurance’ mechanisms namely: systematic and peer-reviewed assessments of collated evidence (i.e. ‘meta studies’); comparative peer-reviewed analysis of personal experiences and their implications for innovation, I engaged critical theory to assess qualitative data collected that fall in the higher levels of the ‘hierarchy of evidence’ that could be used to support government decision-making. By building a consensus view of truth (Lincoln and Denzin, 1994) expressed through a criterion of “authenticity” where research findings should represent an agreement about what is considered true. (Johnson, Buehring, Cassell and Symon, 2006, p.58) a robust evaluation mechanism can be maintained. With its aim to maintain clear evaluation processes through Social constructionist and Critical Theory underpinnings this participatory consensus approach to this meta-ethnographic research study both supports critical evaluation of the proposition driven barrier identification to inform the generation and dissemination or diffusion of innovative concepts and ideas. This clearly challenged my Positivist management research background while supporting me in the adoption of new “mind-sets”.

FIGURE 7: AUTHENTICATION BY CRITICAL REVIEW



The truth about reality can never truly be known because we lack the theory neutral language as a lens to observe and interpret innovation as a reality; therefore we have to work within our subjective view. We need pragmatic limits for the viable to exist. In my research these limits are supplied as if a lens to view innovation barriers as a viable reality. This lens exists utilising Habermas' critical theory (Habarmas, 1974a) which adopted a structural phenomenologist position (Forrester, 1983) to interpret real world reality.

The evaluation criteria that derives from this critical theory (Blaikie, 1995, p97) centres on five interrelated views (Johnson, Buehring, Cassell and Symon, 2006, p.63): I will have to reflexively interrogate the epistemological and political baggage I bring to this research (Kincheloe and McLaren, 1998: 265), through critical interpretation (Denzin, 1998: 332) and structural phenomenology (Forrester, 1993). I will also have to raise my awareness as well as the awareness of the participants as to how the finding could impact on other subjective views, making sure democratic research design is maintained (e.g. Broadbent and Laughlin, 1997) and bias is accounted for to give credibility to participant views on their constructed reality (Kincheloe and McLaren, 1998). I therefore needed to use my knowledge and experience in the field of public sector innovation to assess similarities and differences (Johnson, Buehring, Cassell and Symon, 2006, p.63), and make sure that my research contributes to actual change within the participant department. Kincheloe and McLaren (1998) call this "catalytic validity": the extent to which research charges those it studies so that they understand the world in new ways and use this knowledge to change it (see also Schwandt 1996: 67 and 1999).

It is certainly my intention for this study to go some way to assisting in the practical resolution of the public sector innovation problem that has been evident in democracy focused public service delivery for many decades.

3.5.4. Analysis and Evaluation Methodology

This Ethnographic approach enabled me to explore and analyse participant's responses highlighting their observations, views gleamed from questionnaires, opinions and experiences to public sector innovation in the workplace. By analysing this qualitative data collected against the theories underpinning the ten propositions identified from the literature review in Chapter 2 in line with and through the critical lens of nine observational dimensions (Reeves , Kuper , & Hodges, 2008, p512), I was able to identify three level thematic patterns of evidence.

The dimensions utilised are:-

Space – Physical layout of the places

Actor - Range of people involved

Activity - A set of related activities that occur

Object - The physical things that are present

Act - Single actions people undertake

Event – Activities that people carry out

Time - The sequencing of events that occur

Goal - Targets to accomplish

Feeling - Emotions felt and expressed

Being meta-ethnographic in nature this study can to be identified as a forensic investigation of qualitative research texts which are continually analysed and synthesised to empirically create new insights and knowledge (Reeves , Kuper , & Hodges, 2008, p337). Its intention is to provide a comprehensive detailed and in-depth modelled description of the barriers to public sector innovation generation in line with this studies primary research questions. By adding to both the theory and the exploration of practical solutions by building “webs of meaning” (Geetz, 1965) from the critically evaluated evidence, I intend to from this Investigation, via an “Insiders point of view”, add to the scope of understanding of this endemic problem. By using informal and electronic information channels, such as blogs etc. as well as conventional follow up interviews I was able to probe emerging issues and follow up on impacting observations to facilitate as “natural” a response from participants as could be arranged.

3.5.5. Advantages

It was important to Acknowledge that participation observation (PO) has problems with time errors when observations involve long periods, participant errors when individual change their behaviours due to being observed, data errors when definitions of data observed change over time or from external factors and participant bias when individual may not actually be representative of the wider population. These were mitigated within the analysis phase via careful defining of research parameters and assumptions used.

Despite this, apart from the use of ethnography, participant observation has enabled me to explore the “hidden” barriers to innovation and especially the “hidden” links between them. The next chapters will show the outcomes of analysing and evaluating this data in the uncovering and exploration of evident visible and “hidden” public sector innovation barriers, the theory that may underpin their relationship and also how such barriers may be overcome to enable innovative practices to embed within current public sector change.

The next chapter will critically identify the key barriers evident from the data collected for this study.

4. Chapter 4: Analysis and Findings:

4.1 Introduction: propositions and barriers

Working within the public sector, this researcher has experienced directly the positives and negative experiences of attempting to implement many legislative and non-legislative policy initiatives to try to drive public service innovation generation and change initiatives. One of these attempted over the last two decades, is the use of “Purchase to Innovate” procurement contracts and partnerships with the Private Sector. Combined with the utilising of KPI (Key Performance Indicators) target monitoring and reporting some success is being achieved in driving up innovation supported performance improvements as well as steering innovation implementation and delivery towards efficiency gains. However from the evidence and especially observation it is clear that the post 2008 austerity measures have had a significant impact in reducing the number of such projects the UK’s public services can exploit.

To enable the researcher to answer the research questions and contribute to the identification of the key barriers to innovation currently hindering the full exploitation of efficient innovation processes, it was essential to make sure that the evidence was robust to scrutiny and therefore could not be accused of being influenced by the researcher experiences. A researcher can, if not careful with their research methodology introduce biased views gained from extreme negative and over optimistic interpretations of what they are observing. This unconscious bias can therefore lead therefore to incorrect findings being reported. That is why I accounted for my own biases by finally relying upon the participants own stories, opinions, experiences and views of Innovation gleamed from the number of sources mentioned in chapter 3.

To analyse this, ten related literature driven derivations of the propositions were utilised as a template to develop a three level multiple assessment of understanding from analysis of the responses received over the period of the research study..

4.2 Study: Department “C”

To supply anonymity to the Department and participants involved within this study the public service department involved will be referred to as DEPT C.

It is a National Government organisation which volunteered to take part with major cross government impact and linkages. Given the emerging underpinning systems framework of this study, the sub-systems relationships identified by triangulation comparison of the theoretical literature and the recorded research responses from the participants over the four part lifecycle of the research, as the study evolved it became evident from exploring the propositions that key barriers to public sector Innovation were identified.

To allow robust analysis and evaluation in line with the research questions highlighted below, adhering to the continual need to avoid anecdotal and unsystematic observational conclusions as much as possible, the analytical phase analysed the data gathered via template analysis (APPENDIX 1, Page 394) against the identified twelve propositions highlighting the key emerging issues and barriers embedded within current public sector innovation culture, organisation, processes and practices.

4.3 Proposition analysis

As stated analysis of the text data collected and collated began with the adoption of a three stage inductive thematic approach. The emerging data was examined to identify themes that could be categorised. Key issues concerning the relationship between innovation activities and the barriers and constraints began to emerge from this analysis. By using this inductive approach it was possible to generate emerging tentative links with the underpinning theory identified in chapter 2 Literature review and personal departmental observations. Given this researcher shared working relationship with the active participants, organisation and culture within the study, reflexivity occupied a key element of the analytical process. Therefore by critically reflecting upon these emerging findings it was possible to bring ideas and experiences to the analysis especially in the mapping of the barrier relationships (Chapter 5) and potential future influence on how such barriers could be overcome (Chapter 6).

From the discussion, text and observation data methodological triangulation was used to enhance the quality of the emerging issues identification and eventually the final proposition analysis. Triangulation is a technique designed to compare and contrast different types of methods to help provide more comprehensive insight (Reeves, Kuper & Hodges, 2008, p513) into public sector innovation barriers. Both Data triangulation (use of different sources of data to examine a phenomenon in several different settings and different points in time or space (Reeves, Kuper & Hodges, 2008, p513) and theory triangulation (approach data with different concepts and theories to see how each helps to understand the data (Reeves, Kuper, & Hodges, 2008, p513) were utilised to assist with the identification and understanding of the emerging innovation barriers.

As stated previously by focusing the analysis and evaluation in line with ten propositions through the critical lens of nine observational dimensions (Reeves, Kuper , & Hodges, 2008, p337) I aligned the research findings were aligned with the research questions and study research propositions:-

What are the barriers to creating a culture of innovation evident within the UK Civil Service?

- What are the main barriers to innovation?

4.4 Definition of innovation as a barrier

Definition: external influenced barrier

"I would be content with the OECD definition, which is "The action of innovating; the introduction of novelties; the alteration of what is established by the introduction of ***new*** *elements or forms" with "innovate" being "To change (a thing) into something new; to alter; to renew". This could mean wholesale changes to how things are done or by whom, or small individual or team process or similar changes."* (Opening quote from one of the sample participants).

It appears from the responses that although the participants[3] still hold their sense of humour, the understanding of what innovation means within DEPT C actually varied considerably over a wide range of meanings but is still viewed as a barrier to real innovation. The evidence to support can be seen in APPENDIX 2 Page 576.

> A means to achieve the impossible*, cheaply and quickly.
>
> *as previously considered impossible but not actually so.

Supporting sample responses appear in boxes as above.

[3] Analysis of the different responses between Senior Management and remaining staff/ managers is beyond the scope of this research study

Evident Barriers

From the depth of analysis three related but distinct barriers have become apparent from the findings. They are-

B3 Definition of Innovation (Internal and external)

E1 Staff Perception (value, worth, professionalism etc.)

(Linked to B3)

C1 Risk (Internal and external)

4.5 Proposition 1: as government has no profit motive, is a monopoly deliverer and has no survival risk, the rate of introduction of pioneering products (modified products), process or delivery innovations is determined only by policy drivers.

Pseudo Market Innovation (Level 3 Findings in APPENDIX 2 Page 576)

Level 1: Lack of Profit Motive

Unlike the private sector which is significantly driven by market forces such as profit motive and market dominance, the public sector within democratic capitalist and mixed capitalist/socialist political doctrines have relied upon motivation provided by the body politic within the ruling government and their advisors following their electoral manifestos or Political will. This has meant for decades macro policy initiatives have been used to support public service innovative change. It appears that current public services are no different-

> I feel we still have a risk averse old fashioned culture of British public service.

Risk aversion still appears embedded within public service culture despite attempts to introduce commercial awareness in recent years within the UK public sector. With its high visibility as the perceived guardians and custodians of governance for the "public purse", such bodies are still perceived to be failure proof: no matter what management decisions are made or losses incurred from the implementation of policies. Apart from a few Senior Management who take risks with enforcing changes, the UK public sector appears to function and deliver without the negative consequences of bankruptcy or Market Failure. This is reinforced by their monopoly delivery status.

With this relative safety, the need to exploit staff experiences to give a market edge from internal innovation does not exist. Delivery is driven primarily by policy underpinnings implemented with targets and performance management. However the same perception as guardians and custodians of governance for the “public purse” counters potential reckless behaviours meaning decisions are primarily risk averse in nature.

Could challenging current public service management culture to accept total responsibility for risk managed decisions be the answer to this deep seated problem?

Public Media (Negative Reporting of Poor Service and Impact of Professionalism View)

Level 2: Opinion of Department

The very nature of our prime purpose is unlikely to make most people pre-disposed towards a positive perception of the Department.
Up until recently most people (media read views) always thought that department was “against” them

From discussion and observation, a few participants appear to feel that Department C faced a great deal of negative press despite improving the services they provide the public and the innovative change and savings they have made during this period of austerity. However most appear to feel that they would receive a negative media view no matter how efficient or innovative they were.

Level 2: Poor Service

> delays and frustration and inconvenience to those expecting a timely reply

A few stated that they felt that current innovations had contributed to a poorer service delivery.

What is Success?

(Innovation Impact and Definition of Innovation)

> A simple process, effective and efficient feedback and the knowledge that ideas are fully considered by the right people and have a chance of being implemented

Again given the definition issues; it is not surprising that understanding what a successful innovation actually looks like appears to be adding to the barriers.

Level 2: Identifying success

> My point is that for successful innovation you need all aspects to come together. Take away any one and the project would have failed. This is what, I believe, makes successful innovation so elusive.

Evidence points to the complexity and interacting relationships needed for any innovation to be successful. From testing through to incremental roll out, the risk of failure is always high as well as the impacts on individual and departmental reputations. However recognising success, and its benefits within DEPT C appears

to be improving especially with management and the impact on more efficient working.

> I think innovation within DEPT C is recognising success in new/ more efficient ways of processing in a specific area of work. DEPT C innovation must also recognise the importance of encouraging best practises through the office to enhance more efficient working strategies.

However this is not universal as some of the participants are only now seeing the successes from their innovation efforts.

> From January 1 to present I haven't been involved in any innovative changes. However I am due to attend a problem solve event on 'celebrating success' which may led to innovative best practises/successes being recognised more office wide.

Practical successes have begun to emerge but from observation little in the way of celebrating these successes or sharing best practice appears to be happening within the businesses.

> Using new functionality on the Corporate Comms pages – sliders and I'm working on building an external site to showcase our successful prosecutions.

Level 1: Create an Innovation Environment

Although a key desire of many from the evidence creation of an innovation environment is something public services have failed to grasp over the years.

Level 2: Management understanding and motivation

Although from the evidence there appears to be a great deal of staff and management support as well as goodwill behind the introduction of complex or abstract innovative ideas and technological developments, many identified the need for simplicity in processes coupled with the need to engage colleagues in innovative change to **create a conducive environment for the generation and diffusion of innovation** to occur.

> A root cause perhaps that could start the chain reaction leading to 85% not inspired, 86% not motivated, 82% not proud, 94% thinking change is for the worst and 76% being afraid to challenge. All of this despite LEAN which is primarily about encouraging the involvement of all staff.

Even though Kaisen based engagement initiatives have been in place during the past decade, such supported initiatives appear to be viewed as being problematic where innovation is concerned especially in getting colleagues involved and engaged in innovation generation and delivery.

> Changes can be difficult to introduce so getting people involved in the improvements will really help changes to be accepted – Create the right environment

Tackling such negative environments has to be tackled first if a successful innovation friendly department and workforce is to be evolved.

The creation of such a positive innovation environment would have the potential to re-engage staff within a revitalised idea generation process while facilitating the creation of a true blame free culture where experiments and trials can be piloted via quick implementation protocols and people can learn from failures.

> I think space to experiment (and confidence to fail) helps to encourage innovation.

As identified within the debate surrounding the definition of innovation

> Personally I think innovation within DEPT C is looking at ways in which we can work better as a unit. Implanting better working initiatives which have a benefit to our staff and customers

This has to be a primary goal of any innovation strategy.

Level 2: Improve networking

Again and again the concerns from the lack of effective networking began to surface.

> Maybe improve networking to Allow innovation groups to be set up to identify ideas and then a process in place to work with these ideas and take them forward.

Proposition 1: Nine point Lens Analysis

Space – Physical layout of the places

Some still say that the Civil Service in the UK is neither resourced nor functionally set up to operate as a profit making business. But it also needs to be modernised to meet the challenges of the 21st century citizenship needs. Many say It is still designed around historical and cultural ties to managing Britain's Imperial assets and to raise the public funds accordingly. In some way this is still true. However given current academic research and technological change the public sector in the UK has never been in a better position to generate and exploit internal talent in innovation generation and best practice diffusion

Is the historical bias still the case or have the computerisation and innovative changes since the 1980's fundamentally changed the delivery drivers stated?

Infrastructure over the last five decades has been steadily improving and the technological infrastructure to deliver better more efficient public services is in place. What is needed to re-engage the public servants in a regenerated innovative public sector still remains a difficult question to answer. However from the evidence the staff and managers are still happy to become active in innovation, all it will take is for the barriers to be lifted.

Actor - **Range of people involved**

The participant evidence appears to highlight the fact that public servants have certainly changed in to a more flexible, better skilled workforce, still with an ethos of public service but geared towards performance and continuous improvement. However fundamentally, the evidence shows that they potentially could deliver more. Legislation change and policy that determines the initial need for innovation has to become innovative to meet the problems and challenges of delivering what the democratically elected government of the day want to implement. The evidence and observations show that Operational frontline staff are best placed to identify and trial potential efficiency and performance uplift focused innovations.

> I think it is the front line officers / users identifying faults/suggesting improvements which will benefit the DEPT C

Harnessing their talents to innovate is the key to real success.

Activity - **A set of related activities that occur**

Traditionally UK Civil Service business is delivered from within management “Silos”: closed management structures concentrating on specific legislative policy driven work areas. Within this structure little to no crossover innovation occurs due to the non-existence of exploitation or diffusion networks and the specialised nature of each streams work.

Innovation is often therefore seen as something that is done to specific business areas to enable strategic change to take place. From the evidence some strategic and problem focused technology innovation however is being observed in Dept. C but is yet to impact on all “Silo” business areas.

Level 2: Some strategic innovation happening

Digital delivery services are beginning to take shape

digital services are new and innovative…
the innovation drive seems to be in pockets

However other evidence shows that small pockets of innovation are taking place to meet localised need. These do not appear to be linked or have any best practice routes. They also go against Department C change governance and Continuous Improvement initiatives. It is critical to future innovation successes that such ventures be encouraged and supported so that effective innovation processes can be allowed to evolve into robust benefit focused delivery mechanisms.

> Innovation in DEPT C is given lip service. I hope that my answers below gives you some insight into how DEPT C works (or does not work) as the case may be.
>
> Innovation is promoted by Senior Management in literature and at Team Meetings. However, whilst Operational Staff at lower grades are encouraged to offer new and better ways of doing things, we are often told there are monetary considerations/other restraints/or it is being looked at elsewhere or things are happening that we don't know about that prevents further progress when we do.
>
> Example: Operations needed more telephones/lines/hunt-line to give a good/excellent customer service when there were many calls per day. We raised this for many years. When the work fell off and we have fewer calls DEPT C provided everyone with a telephone and hunt-line as the whole of DEPT C was updated this year. DEPT C is Prescriptive not Innovative.

This perception of prescriptive not innovative government is a **core barrier** to engaging management especially at a line or middle management level to take risks with innovation. Another case in point is the cabinet Offices Green IT initiative; the Prime Minister's 10% target in 2012 is a good example of how centralised innovation initiatives were then implemented across the whole UK Civil Service.

Level 2: Staff Perceptions & Engagement

I have experienced a mixed response to innovation across DEPT C

The traditional organisation bureaucracies' structure has evidently changed within some departments allowing some nationally supported innovative activities to take place but still sporadically with little or no coordinated acts depending upon the resistance middle management and staff engagement barriers place against such measures.

Level 1: Organisation Pressure

Nothing for me personally stopping me from innovating

Few felt that they had faced any organisational pressure in their active involvement in innovative processes and even the inactive individuals felt there were no structural barriers to them innovating. It was just that there was actually no co-ordinated department wide initiative that meant everyone had the opportunity to participate or contribute to the wider innovation need.

Level 2: New Organisation and department Values

With cross movement of public servants internally and across Other Government Departments (OGD) opportunities for sharing innovative behaviours could potentially reap rewards for innovation starved Departments

> I did try again with various topics but found that the new Department was more silo based, managed at a much more senior level than I had been used to and I did not have the grade or the co-operation from new colleagues to make it happen, even on a small scale.

However from the evidence the grade bias of some departments and various levels of change implemented appears to be strengthening further existing barriers to innovation instead of treating these external public servants as innovation facilitators.

Level 1: Government Bureaucracy

It has long been accepted in academic research that complex bureaucratic mechanisms within public services have endemic issues which come from the very role they deliver for government. Innovation under such bureaucratic pressures appears no different

Level 2: Bureaucracy

> Careful of bureaucratic minefield; I had to make sure that my work did not impinge on any other innovation pilots.

The bureaucratic nature of governance and administration of change appears to have a dampening effect upon innovation and as seen in the evidence can actually work counter to the support they were supposed to give internal innovation activities. From finance delays to bias policies towards certain sized suppliers, such restrictive behaviours have the potential to kill even the best innovation idea even before it could be reviewed.

Level 2: Innovation Process

From the evidence existing innovation forums and processes although essential to departmental innovation with national delivery pressures, have been discredited by misuse or failure of innovations.

> In recent times "Forum A" became a dirty word but it still has a place in an enterprise this size.

Some participants also felt that innovation should be covered by LEAN or Kaisen methodology. Again this could be innovation being mistaken for continuous improvement (CI), a view that needs further investigation.

> Innovation in DEPT C should be covered by LEAN processes.

> Once a new idea comes to light there are sufficient processes for it to go through for example, best practise, 3Cs, forums, fresh thinking, daily cascades and problem solves.

This evident confusion may also have identified a key barrier to innovation coming from the imposition of LEAN based CI rules and change governance. Treating such guidelines as rules with any public service organisation appears to have encouraged crowding out behaviours resulting in innovative ideas ceasing to be a high priority in line with improving existing processes while maintaining delivery. Both though appear to still have an important place to play in efficiency improvement. Further investigation of this barrier is also required.

> For a long time our people have been constrained to think within the rules, the process, the contract, the code, the behaviours, the guide.

With many public bodies moving away from whole process working towards incremental or agile working practices, the ability to innovate is often diminished due to the lack of understanding of the impacts from an end to end delivery cycle. Although reducing costs with volume efficiency improvements and performance uplift large public bodies often appear to lose expertise.

if we only carry out part of a process repeatedly, we can lose sight of the “whole” process and cannot, therefore, see flaws, overlap and so on (i.e. opportunities to improve the process).
Is there a process in place to follow to generate and develop innovation? It is the lack of process that appears to be impacting on individuals and managers confidence to participate within innovation

The evidence shows some concern about the ability of public services to be able to innovate in the future. However from observations it is now becoming evident that only the nature of innovation changes due to the lack of end to end knowledge. The ability to generate ideas if given the right environment and support can be successful.

After further in depth analysis it must be viewed with concern that some skills in creativity as well as confidence and trust in the innovation process remain weak overall.

The thing is, we can't mandate or force effective innovation, can we?
It is difficult to see where the innovation is coming from
Is IT talking a good innovation process?

The need for a well-defined standardised innovation support process appears very clear.

Process needs to be put in place to both develop the tools and confidence to effectively challenge what we currently do.
The problem with ideas is that sometimes the process to forward ideas is not easy.

It was evident that the existing idea acceptance, communication and diffusion process appeared not fit for purpose and that a solution needs to be found to meet the delivery challenges of the future.

Level 1: Enthusiasm (Transparency and Fragility of Mood).

As seen throughout the data collected, many of the responses reported a positive and even enthusiastic support for innovation even if many had not been involved with or even seen any successful innovations or processes being implemented.

Level 2: Enthusiasm

On digging down further into individuals means, it became clear that some were willing to “go that extra yard” even if ultimately unsuccessful themselves to assist the department to find new innovations to exploit

I actually went outside of DEPT C & contacted the local council myself to find out what was going on with my idea, as I’d heard nothing back

Level 2: Fragility of Enthusiasm

However such enthusiasm must be viewed as fragile and can easily be withdrawn due to enforced changes and disappointments.

After a year and the merger the service was turned off. This dented my enthusiasm.
Those who should be involved are not always enthusiastic about being involved in innovation or the “take control yourself” approach being currently promoted. This is compounded by little desire to question the delivery processes in place as well as the lack of whole process knowledge to predict the impacts of proposed innovations.

But even then a little optimism is evident and if pockets of innovation are networked for mutual support re-engagement of staff in innovation may not be the daunting task it appears in theory.

However there is enthusiasm in pockets for real innovation. Maybe we have a chance to re-engage staff with this activity?

Level 2: Transparency of Staff Enthusiasm (Transparency and Fragility of Mood)

However to be successful, Innovation has to be seen, treated as a high profile task and communicated effectively.

I just do not see any active innovation and little desire to try it

Level 1: Innovation Culture (Empowerment and Questioning Blocking)

The culture to innovate within an organisation is important and is central to most of the barriers evident.

Level 2: Organisation Culture and structure: Regulations & Culture

I'd also argue that although many organisations talk about empowering people, in reality they don't.
confidentiality rules we are unable to provide a clear and accurate responses

The rules and regulation embedded within DEPT C appear to hinder innovation generation but only in minor ways. Lack of trust in actual empowerment leading to the inability to actually take responsibility for raising your own innovation ideas appears to still be a common view held by many despite many years of effort by managers to try and embed confident empowerment values across the Civil Service.

we ought to be giving the impression of a more personalised interaction, based on intelligent rules and their application based on our knowledge of each customer.

Views on supporting Knowledge underpinned empowerment were mentioned

The positive aspects that came out of this in depth analytical approach enabled the participants to ask their own questions about the nature of this long term innovation issue within the public sector.

So I would like to ask, do you think this is a problem of the long handled screwdriver with too much control, too much analysis, too much bureaucracy and a tayloristic automaton approach to most of what we do.
Can you offer us some assurance that empowerment will continue to be high on your agenda? Argyris wisely noted that there can be no empowerment if the environment is fool proof. When organisations or leaders create tight systems and processes they also create compliance - the antithesis of empowerment. A hole that we have dug ourselves into - is that the nub of our problem?

Researching these are beyond the scope of this study but have been included to reflect the whole debate.

Level 1: Reluctance (Apathy and Frustration) – Idea Generation Inhibitors

Throughout the analysis phase one of the themes that repeated and appeared in all innovation concerns, issues and opinions was the apparent existence of a reluctance to engage in innovation partially appearing to have emerged from negative experiences and from frustration in existing innovation attempts and processes. This appears to be acting as a growing inhibiting factor to the generation of initial innovative ideas.

I have pursued the matter by other means (estates efficiency cost savings funds) but had to keep "pushing" to be able to do this (which is very tiring). I believe I'm capable but am not given the remit to achieve this simple matter. It's soul destroying and I presume due to someone in the chain not having the understanding to reach out to change something. Likely it's more work for them. Other types of business welcome innovation and the individuals capable of it. I do not feel that this is the way of DEPT C.
I submitted a new idea to "innovation scheme" January last year and have yet to receive a response.

For some this was leading to displays of apathy towards re-engaging in any new attempts to reinvigorate enthusiasm and innovation activities again.

> Innovation? None that have benefitted me or my team at departmental level. Locally of course we are constantly considering ways we can improve our processes and results.

The where are the benefits for me and my team attitude, questioning the push for innovation, certainly appears to be acting as a barrier to driving change and re-engaging the challenges faced by building a creative innovation environment supported by a culture that all have bought into.

> I made a minor suggestion to the scheme E pages. I planned a design of a considerable amount of a section of the business Handbook that was laid to me, but in the interim a senior manager has decided my experience and expertise counts for nothing and the work can be passed on to A N Other (not even identified as yet) to deal with, because it looks neater on a diagram if someone else does it. I do a lot of small things e.g. about how I present my whiteboard stats, on a regular basis. I imagine there have been lots of innovative changes going on around me, but off the top of my head cannot think of them….I would need to sit down and look at the news archive to refresh myself on this. However the fact that I can't remember any might indicate how much (or little) I have been affected?

In many ways the increasing frustration as can be seen in the comments attached holds the biggest risk to maximising innovative opportunities while exploiting their potential to the full limit: If staff continue to disengage from the search and

development of innovation then it will become increasingly harder for policy makers and politicians to meet their set saving and service improvement efficiency targets.

Level 2: Reluctance to comment on views or get involved

As identified with this apparent Innovation apathy, Staff Perceptions & Engagement, impacts upon their views of how they see Government Service Improving and the impact that has on the nature of the work public servants do in their daily workload.

Blame culture?

Despite government efforts to change Civil Service and Local Government servants working culture a core of staff still felt that management were engaged in a “Blame Culture” where failures were concerned. Also it appears that many believe the view that as long as you “keep your head down” and just deliver the work given then they do not need to engage in innovating behaviours.

People chat but that is to be sociable and questioning what they do does not come into the equation of their day.
Participation rates particularly low
Many won’t put their head above the parapet which supports the low level of confidence view and the lack of management influence on generating ideas and supporting innovation

From these comments it is evident that manager’s as well as staff display reduced confidence about innovating. This issue as well as the lack of understanding of what innovation actually is, are definitely reinforcing inhibiting factors to idea generation and to innovation team engagement.

Level 2: Managing Change

> Genuine intentions on the part of DEPT C to take on board feedback and suggestions but the pace at which it is able to change is rather slow.

However from a more positive angle from the evidence most participants felt that DEPT C was going in the right direction especially with regard to acting upon feedback about these concerns. However the pace of change was just adding to the engrained frustration currently being experienced by both Managers and staff involved in the change activities.

Level 2: Improvement happening: Change, improving work challenges

> I am optimistic for the future though. It is just that the changes may happen in a timescale no good to me and my career ambitions.

Further positivity came from the expressions of optimism for the future despite the slow speed of change, which appears to be perceived as having significant impact upon careers. However small green shoots of innovation engagement appears from the evidence to be evolving within DEPT C since the implementation of austerity management strategies.

What would help you contribute to innovation? I can't really answer this, as I already have for a long time, with noticeable time spent on ideas via various avenues (various managers, E-Mails to government, Fresh ideas, Customer demand process, The "Why" notice board, estates reinvestment suggestion forms).

Some respondents also expressed with pride their active involvement in their contribution to current perceived innovations. These people are already displaying barrier challenging behaviours and also appear to have the knowledge and experience to try to remove them.

Nothing stops me from innovating - so long as the innovation is legal, in line with agreed DEPT C policy, and cost neutral. If any of these restrictions are in place then escalation routes would need to be followed to see whether they could be removed (if the innovation was seen as being important enough).
In my work area there is nothing to stop me being innovative - apart from my own lack of imagination/confidence.
Nothing is stopping me from innovating. If I see something that can be improved, I flag it up through the appropriate channels.
Nothing stops me from innovating; it is all a state of mind, belief and determination.....

With their “Nothing is stopping me” attitude, this determination to innovate can only be interpreted as **a significant positive for the future successes in driving innovation forward within the organisation.**

Many view the expansion of innovation as an opportunity to move away from routine unchallenging work to more interesting and changing roles with challenging work.

> a number of staff moving away from their current jobs, much of which was focussed on routine assurance (e.g. making sure managers were doing what they were supposed to and updating Staff-in-Post information) to new more challenging work.

Some also hope that innovation can help improve customer service so that DEPT C can actually help the “citizens” more to meet their obligations in an easier less frustrating way.

> Innovation in action can go much further. Our dealings with customers and helping them meet their obligations is changing for the better as an assortment of innovative new systems are developed.

Unfortunately for some the concentrating only on “Day to Day” delivery even if you have a good idea remains a challenge to innovation activity by dampening enthusiasm and hindering the flow of creative ideas from creative engagement.

> Getting my day to day job done, knowing that just because I have a great idea doesn’t mean it’ll go anywhere – unfortunately.

Contact with Innovation: Sadly a sizable part of the sample expressed the view that they had not observed or come in contact with innovation and innovative change. Given the amount of innovative change in DEPT C I feel that this could have arisen from DEPT C's apparent poor communication of innovation activity akin to the communications issues identified in the literature concerning all public sector innovation.

Innovation this year? None that I'm aware of
Innovation? None spring to mind.
Observed? Well as it stands I am in the "Business" project. It appears they have learnt from mistakes past, regards this anyway, and are testing the water with staff regards this big change, which will affect everything that we do. I've already put forward a few ideas regards this, I'm hoping that. If I'm correct, then these will be taken on board. Got involved? I just put ideas forward, it's for someone else to make the decisions, I'm not of a level to bring "official" change, that's for someone else with a better understanding of that particular area and the scenery surrounding it (the bigger picture). My job is to work post, and the emphasis is on that.

Some engagement in idea alone generation is evident however the idea generators appear to often not be involved in any innovation development or implementation. Again Grade and roles within the organisation appears to play a major hindering "brake" on innovation and the dampening of enthusiasm.

Identifiable impact of current Change: Through larger changes, DEPT C is seeing pressures to innovate increase with new ways of working and changes towards intelligence exploitation in public services. At a national level, new Performance drivers are being seen as potentially positive innovative strategies, as long as they are seen to be managed fairly with achievable individual improvement plans for under performers, rewards for higher achievers and most important of all creation of a true “No Blame” culture. Such external induced initiatives appear to be viewed by the managers and staff, although sceptical about actual motives, actually possess the potential to drive up efficient output while assisting them in achieving their future service delivery challenges.

Little changes on the team regarding using our equipment/ vehicles that don’t really have wider impacts. Larger changes in terms of using new ways of working with our support unit to carry out more basic intelligence checks on behalf of the investigators, saving time and effort. National changes - the new performance management reporting system to drive up levels of achievement and output by staff across the DEPT C.

Level 2: Impact of Talent, innovation progress

As with most UK public services apart from health, many have not recruited externally younger age groups for a number of year due to the need to reduce headcount numbers to match reduced allotted budgets from central government. Clearly innovation to be efficiently exploited, needs talented individuals, either external or internal to the organisation, to bring creativity, drive to solve problems and to implement solutions, to supply this innovation drive especially under austerity. In support of this the evidence shows that most respondents believe that this talent is there with existing staff but often not valued and not being utilised to their full innovating potential.

> There has been little influx of new blood into Section E or into DEPT C so we are probably lagging behind in calling for the capabilities that young and vibrant organisations demand.
> I believe the talent is still there but is dormant whilst those talents are not valued.

Although appearing dormant some talent engagement is being attempted in small unconnected pockets of activities.

> New ideas are encouraged

Level 2: Government Infrastructure and IT: Service Poor

Assessing the level 2 thematic analysis identified concerns about exploiting innovation opportunity within Government Infrastructure and IT, while correcting important Operational technology inadequacies and failures. From the evidence many feel that current infrastructure inadequacies were playing a growing role in hindering fast innovation implementation. From being unable to support changes to inbuilt existing “bugs”, innovative ideas are being held back by these infrastructure issues

one very arrogantly assumed that systems could not possibly be wrong
requires funding and resources which are not available, current technology would not support the changes/upgrades.

Also the sheer scale of change and need to get things right to maintain constant uninterrupted public services although daunting is not universally or significantly impacting on the actual level of service delivered. Despite poor technology a good level of service is being delivered. This is believed by the participants to be down to staff and managers hard work implementing work around activities to keep delivery on track.

there is still a great deal of work to be done – not least being in the rolling out of on-line self-serve services

The innovation met a need that the National Audit Office had highlighted for years and when we introduced the service they gave us two commendations
Some technology is still poor especially to identifying correct contacts to forward both ideas and general concerns to

This thematic strand is clearly an area of innovation which is both active and effective in the short term. Clearly some good innovative customer service delivery is being maintained but could it be better if the barriers were reduced?

Level 2: Questioning, Staff Engagement, Trust

Encouraging staff to question, trust and ultimately engage in any innovation process has to be the goal of any innovation process exploitation. This theme appears to accept that the service delivery strands of DEPT C have not always been good at encouraging or practically delivering innovation in their individual fields

As a business we have not always been good at either encouraging this or making it happen.

From the observations it shows many divisions of views and opinions exist on this issue. From those who believe the organisation to be safe to raise such issues to those who appear significantly worried about the impact their speaking out would have, there is certainly a diversity of views held.

I think it is safe to challenge the way things are done in DEPT C ……only 24% of staff in my unit made a positive reply, which is 5 points worse than the rest of DEPT C and 20 points worse than high performing units. So what do you think about that?

On the whole though throughout the study, most appeared to voice the view that everyone should have the opportunity to contribute to change and raise their concerns constructively when needed. Once innovations had been implemented it was still the responsibility of everyone to contribute to its Continuous Improvement through internal accepted processes as per Proposition 2

It's important that people have an opportunity to contribute to new ways of working by challenging ideas both during their development and once implemented input their operational experience through continuous improvement.
A successful organisation must be open to challenge and it's clear that we need to work harder on how we engage with each other and develop our leadership skills to continually create an environment of openness and trust.

Level 2: Service (Poor, Poor Procedures or Improving)

However looking back at the level 2 themes, poor service delivery is never far from the surface of concerns held by the participants. Poor execution of simple administrative tasks and poor procedures continually cause concern for many: not delivering the basic processes well impacts on the ability to do higher level innovation.

but also some that was so bad I was appalled by it.
Correspondence sent has not arrived on site or has gone missing before ever having reached our area or even after it has reached our area and has been logged onto the system.

Service Improving, Reactive to needs, Service Improving.

In pockets though internal service provision and delivery appears to be improving but it is clear from the responses that overall improvement is sporadic and disjointed.

Now calls are being answered more quickly we may see improvement.
making significant inroads into the improvement of the ‘Customer Journey’

Experiences of Customer journeys are being observed as improving and confirmed via customer feedback.

I think we have been better in this space over the last few years and still have some work to do
The general opinion is that we are responding better but we are not there yet.

But many accept that the change journey for DEPT C has only just begun and that there is still a long way to go to reap the rewards of change and innovation. These improvements are also beginning to be experienced by the external customers.

people using our services are sometimes surprised and pleased by our responses.
Personally, I would worry if an authority such as ours were continually modifying their services in light of the latest public reactions.

Continuous Innovation, Modification and Improvement appear therefore to be key success factors that combined can be used to tackle the many barriers to real public sector innovation.

Level 2: Impacts in the external world

Never underestimate the scale of the impact of external factors upon the ability internally within an organisation to innovate effectively. Inability to adapt, or change given market or technological changes is a universal issue which can impact upon a public sector as easily as it can bankrupt a profit focused private retail enterprise.

> I don't think we're alone in not innovating. We've just had a conversation about the Jessop's announcement. There is a business view that they were unable to adapt to the innovation of camera phones and the fact that there would be less demand for traditional cameras.

Evidence is showing that reliance on Continuous improvement can be counterproductive as organisations can be give a false picture of how efficient they are by hold onto old processes which should have been decommissioned years earlier while ignoring innovative replacements.

Act - Single actions people undertake

From theory and observation, Innovation for many only appears if ideas are activity explored by teams and it is that team that benefit from the subsequent innovation change (Chapter 2, page.72). The respondents on the whole were no different from this view.

> Personally I think innovation within DEPT C is looking at ways in which we can work better as **a unit**. Implanting better working initiatives which have a benefit to our staff and customers

Given the complexity of innovating single linking actions can if not managed well become a significant barrier to successful innovation. In the private sector, profit motives to sell partial innovative products, patents, ideas even can still lead to successful innovation outcomes. On the other hand in the public sector such part outcomes are rare as often it is only full end to end service delivery that warrants being deemed as a success. This raises further research questions, which are beyond the scope of this study. Such as-

Could weak or fragile links between the tasks involved in innovating themselves act as a Barrier to innovation?

However further research will be needed to answer this.

Object - **Physical things that are present**

From the evidence and observation it appears the DEPT C infrastructure and IT systems have played a significant part in acting as a barrier to innovation exploitation and idea generation. However this appears to be changing with the development of the change programme and the long term Civil Service modernisation plans**.**

However it is still acting as a significant hindrance as well as contributing to a number of evident barriers.

Event – Activities that people carry out

As stated Innovative activities are primarily significant change focused but suffer from implementation time lags before real benefits are often seen. Large bureaucracies such as the UK Civil Service induce elements of inertia into the process. This is being observed within DEPT C.

> A smaller firm could change quickly and benefit from change rapidly.

Observational evidence appears to highlight the development of cautious governance, over-sight, audit, procurement decisions as well as culture, as contributing significantly to slowing innovation. Often by deliberately reducing the progress of innovating to a slow manageable trickle which can be cancelled easily if significant problems arise, is used in the public sector as a way of negating risk. However progress and performance efficiency are important drives to modernise the machinery of government from within so this type of “inertia” inducing strategy appears counterproductive.

> Innovation is very much like change in general, its value is determined by whether or not it results in more progress towards where you want to be than it consumes in resources.

The goal of supplying the bureaucracy of government with a much reduced resource use and an improved public service provision profile has to harness innovation to achieve success. Without Effective innovation, who knows what the outcome would have to be?

Bureaucracy

If we look at DEPT C as a closed system, the internal departmental sub-system which can be called the Bureaucracy is often perceived, due to no visible activities seen from their slow implementation of change, as contributing very little to innovation. From a secondary external sub-system with the supply of policy, budget and political steer, drive to innovate appears to be induced from the implementation of “purchase to innovate” policies, innovation scheme implementation etc. To maximise the public sector’s potential to innovate this imbalance has to be tackled so that internal idea generation, exploitation and diffusion can be allowed to embed as business as usual functions.

There appears to be evidence of staff generated enthusiasm having an impact upon the core concept of innovation within this systems approach.

I see a desire to change and innovate in specific elements of staff.
I agree that innovation is good
I love a bit of optimism
So it could be a fun ride
If individuals are enthusiastic then they contribute. However senior individuals involved in such innovative projects are often seen as using this enthusiasm as a “tool to get on” in their career.

However due to poor individual recognition, poor rewards, poor communications about innovation and little close management support, staff within existing bureaucratic organisations rely upon performance management, targets and legislative policy initiatives to steer their delivery efforts alone.

Level 2: Enthusiasm

As identified earlier, enthusiasm for innovation and innovative engagement is evident in the data collected. However as the analysis shows later it is also a fragile feature (see the attached quote) and can easily be withdrawn so needs careful considerate management.

> I actually went outside of DEPT C & contacted the local council myself to find out what was going on with my idea, as I'd heard nothing back

Enthusiasm can be damaged by innovation fatigue brought on by exposure to complex bureaucracy and processes. The actual machine of government appears to slow down when starved of resources without efficient process change and effective service management. This appears to go some way to damage the motivation of its public servants reducing their effectiveness in secondary tasks such as innovation.

> Across the wider DEPT C - too much bureaucracy.

The debate that consumes this barrier is: **When does an effective Governance control cross the line to heavy bureaucratic delivery?**

Nothing- so long as the innovation is legal, in line with agreed DEPT C policy, and cost neutral. If any of these restrictions are in place then escalation routes would need to be followed to see whether they could be removed (if the innovation was seen as being important enough).

However this is beyond the scope of this study.

Time - **The sequencing of events that occur**

Innovation biased policy initiatives can have the effect of easing institutional innovation inertia found in the public sector but can reduce the effectiveness to deliver the key services from staff interested in being involved. While delivery biased policy focusing resources upon delivery tasks can crowd out riskier ventures such as innovation. A happy balance can be difficult to maintain in tight timescales.

Adopting a policy managed approach like the previous examples, is often perceived as insuring and underpinning any programme negating the risk of total failure. With no risk there is no need to change Middle/lower management culture or take a risk that may have repercussions on personal and electoral reputation. This means there is a discourse in place between the Senior Management who display keenness to exploit real innovation to improve performance and reputation, with middle management who just want time to maintain the status quo to deliver agreed targets and KPIs, as well as with the staff who although they can see the benefits from innovation do not want to do anything that risks their future.

Goal - Targets to accomplish

To Deliver National public services.

This however raises the debate about:

Is the role of Government to deliver every service which is tax expenditure heavy or is it their role to deliver core services only within as low a tax base from its population and business?

Is this problem adding to the barriers or easing the Innovation capabilities?

Feeling - **Emotions felt and expressed**

Frustration concerning internal and external pressures to save money and resources over improving services is evident. This evident emotion, has therefore to be treated as both a significant contributor to staff morale dis-engagement as well as a significant number of staff's desire to re-engage with innovation processes.

> I have pursued the matter by other means (estates efficiency cost savings funds) but had to keep "pushing" to be able to do this (which is very tiring). I believe I'm capable but am not given the remit to achieve this simple matter. Its soul destroying and I presume due to someone in the chain not having the understanding to reach out to change something. Likely it's more work for them. Other types of business welcome innovation and the individuals capable of it. I do not feel that this is the way of DEPT C.

Despite this contradiction some staff are determined to be optimistic about innovation opportunities. The lack of clarity on innovation management however has contributed to many of the issues and problems currently faced by public servants especially in morale and engagement.

However as DEPT C shows there are pockets of determined groups of management and others who wish to make a difference if only they had the opportunity to innovate.

Something that comes down from the Cabinet Office (only partially tongue in cheek). Something that can save resource/money. Rather than improving service. (The times we live in).

High level System Barriers Identified from Evidence

A1 Organisation, Culture and Structure

B2 Citizens and Media perception impact (Influences Policy and individual public servant engagement mood/behaviour) (Internal and external)

B3 Definition of Innovation (Internal and external)

C1 Risk (Internal and external)

E1 Staff Perception (value, worth, professionalism etc.) (Linked to B3)

4.7. Proposition 2: **in its drive to maintain delivery standards, government tends to be less inclined towards encouraging breakthrough innovation** (which could lead to a new product standard being adopted).

Systems Complexity (Level 3 Findings in APPENDIX 2 Page 576)

Level 1: Innovation Process Too complex

On analysis of the response data and identification of the emerging themes during the lifecycle of the study, over-complexity in innovation generation and exploitation processes became evident as a significant barrier to innovation facilitation for many public servants. From the responses there appears to be an overwhelming desire for a simplified innovation process which can overcome the bureaucratic and administrative barriers currently in place.

A simple process is needed,
Has standardisation diminished our ability to come up with new ideas or adopt new processes as defined by innovation?

Some participants have observed that standardisation has diminished creativity and the ability for DEPT C to innovate without external purchasing. However many still feel that creativity, although ignored at present is still evident internally within the DEPT C.

the ability to make ideas that could revolutionise innovation as simple as possible but allow for complex or abstract ideas to be included in this

This continues to contribute to innovation barriers especially concerning breakthrough or radical innovation implementation.

Money is being identified as another resource that hinders innovation both due to the current austerity reduced budgets to over inflated prices paid previously for external commercial contracts. Money is both a blessing and can act as a significant barrier.

> It seems to be more geared to money going to 'outside' companies (which cost a lot of money!)

Limited funds appear to impact on time by increasing regulation and financial governance processes while adding to the complexity through contracts and payment deadlines. It both funds barrier processes while easing the springs of the machine of government.

Complexity can breed confusion.

As Innovation is plagued with misunderstanding, such environments can also have confusion at its core.

> I think what would help & encourage me to 'innovate' is challenging the confusing system we have

Complexity can also impact significantly upon the process speed as confirmed earlier with its relationship with financial transactions and governance.

> In terms of speeding up the process, as you suggest, we are recruiting an additional team member to deal with Fresh Thinking. And I'd take this opportunity to ask people to continue to volunteer as evaluators, as the more we have the quicker the process will become. We are also looking at using Community forum to help speed up the evaluation process.

Level 2: Confusion between innovation and Continuous improvement

> I'm never sure whether innovation is a response to a concern that I have - so is it a 3C under pacesetter or should it go via scheme E or should I go straight to Policy and then when all that fails where to then? The answer is nowhere so it leads to the question -why bother?

As identified in proposition 1 innovation sits well with confusion. Anything new and not clearly understood holds that risk. Earlier evidence identified misunderstanding continuous improvement (CI) as innovation and not a process which adds value after innovation benefits have been successfully implemented. This raises the question-

Is confusing CI with innovation an actual barrier or a complimentary process?

Level 2: Resources

From observation resource limitations appear to have become a constant within public service provision.

Level 2: Improving decision making

Any breakthrough innovation akin to radical innovation as seen in Chapter 2 page 73 may need extensive resources, internal skills and significant investment budgets to be guaranteed success. With diminishing resources constrained by austerity policies, risk-averse policymakers restricting budgets with severe fiscal governance and ageing skills base from their existing staff pools, the public sector in most countries face significant issues generating ideas for, developing and especially implementing real breakthrough innovation.

The desire to seek out tried and tested innovation from external bodies has therefore become the leading mantra for all political doctrines around the world. It began to manifest itself with “big systems” approaches harnessing Information technology during the post-World War 2 reconstruction period culminating in New Public Management (NPM) methodologies and monetarism in the Western Democracies in their modernisation of Government delivery of the 1980s. Since then however many such as UK public servants have experienced various crises with major IT systems failing to deliver modernisation, good cost effective public services as well as promised manifesto policy initiatives. A good example of this lies within the provision of health services, in the UK the NHS unified records and drug procurement systems both failed to deliver despite almost two decades of resources and investment.

These high profile failures have in their wake left a trail of increasing risk aversion for those politicians and civil servants responsible for the future innovation investment decisions. On the horizon lies the issue of how Government will handle the exploitation and management of mass data. Fear of failure and the growing media criticism of government’s record on innovation appears to be leading to growing inertia in decision making and reticence to actually take innovative action to resolve these problems.

Level 2: Media

From the evidence and observations the relationship of DEPT C with the media has to be viewed as a significant risk generating channel which requires careful management with the risk to innovation generation and implementation from costly reputational damage failures.

As the citizens get the views of the department from the media it is not surprising we appear unresponsive. We get a bad press.
General perception, fuelled by negative press, is largely negative.
plenty of news stories

Citizens' perceptions matter as they impact on how the media reads such risks and reports implementation issues. With the increasing risk of negative news stories and subsequent reputational damage to Governments it is not surprising that this has to be viewed as a significant barrier to getting innovative approaches chosen for implementation in the first place.

“Buying cheap while play safe” as an innovation approach appears to contribute some way to the continued failure of actual robust innovation support processes to seem to embed into any western capitalist government public sector over the last 70 years.

This enforced innovation management can be said to have also contributed to the almost full “calcification” of decision maker’s abilities to do anything regarding innovating at all.

Level 2: SMT

At a senior level innovation appears to be seen as a device that if implemented correctly can resolve many of Governments problems.

> The SMT and Executive committee with the ICT Strategy underpinning their activities see innovation as a way of resolving our problems.

Evidence shows though concerns about these senior level views seeing the world of innovation as both too simplistic and also a mechanism to actually cure all ills within the UK Government.

> Here are your resources, here are your objectives, now work with your people and deliver! (with minimal control)

Clearly from this study alone, public sector innovation must be viewed as the most complex innovation environment of all.

The first signs of standardisation surfaced in the late 1990s with the first attempts to be innovative within the need for standardisation in IT across government. With

good intentions and an innovative approach the UK government failed to engage with the private sector in decisions concerning legislation on a common set of standards for IT when dealing with government. Seen in proposition 1.

From these actions government support for innovative IT development in key areas was withdrawn with the publication of the e-GIF standards. Corrective action did not take place for a further 16 years until 2013 where with the need for EU wide responses to the massive diversity in government platforms and interoperability standards action needed to be taken to finally recreate an environment which actually encourages IT innovation with Government institutions.

Depending on the policy steer can SMT decisions actually act as barriers to innovation?

Further evidence can be found in APPENDIX 2 Page 576

Target and Time Pressures

(Innovation as a necessity to deliver)

From the evidence another repeating factor for concern appears to be overall time and target pressures. With an apparent heavy bias towards only meeting delivery pressures, time for innovation activity appears to be being also “crowding out” due to the lack of time being available.

Level 1: Target Pressures

Organisation where meeting targets is the only mantra and criteria for “success”.
and also due to targets/turnaround times being affected.
More time, freedom and better IT equipment would help, plus easier and better intranet access and sites. There is far to much information out there with no logical process to easily find what you are looking for.

It is evident that participants as well as wanting better IT equipment desire allocation of more time and flexibility to enable them to engage in developing innovative opportunities they have identified.

Level 2: Time Pressures (Innovation as a necessity to deliver)

Digging down into the next level of analysis it becomes clear that workloads, deadlines and availability of supporting colleagues for innovation is becoming increasingly problematic.

Is it lack of time?
I've been horribly busy!
I have to work out alternative approach instead.
Grrrrrr – getting slots in diaries! Nightmare!

So despite evident willingness to become involved in internal innovation there appears to be just no time to enable effective innovation processes to take hold and become embedded in daily working.

There is the will to innovate but there appears to be no breathing spaces to do anything.
Are people just too busy dealing with the change and daily output to have the capacity to be creative and to challenge what we do?
I think people are so bogged down in how to cope with the ever changing world we live in that they have little energy / appetite for innovation

It appears that the increasing pace of change experienced, impacting also on delivery time is viewed in the same negative light as the impact on time from target delivery.

Actions to counter delivery pressure

Level 1: Actions to counter delivery pressure

From observation it appears that many participants have real concerns over what actions they currently take to overcome such delivery pressures in their daily work and the perceived impact these actions have on their ability to innovate. Although no one voiced these concerns within the discussions it became evident that within the other identified barrier discussion levels concerns were often raised as within secondary level 2 and 3 analysis-

Level 2: Relying on previous external resource

The reliance upon external innovation expertise and consultants was voiced several times as a source for concern especially when skills transfer was ineffective or almost non-existent.

> Two years later we employed some Consultants

Concerns over the introduction of competition and the perceived and observed negative impacts such fast moving practices are having on current projects were regularly raised.

> The drive for competition lead to projects being forced down that route before the process had been finalised (causing confusion and irritation to customers).

However much of this could be down to the loss of internal control and decision making responsibility currently delivered by public servants.

Feeling that theoretically implementing innovation generation and implementation strategies must be a good thing is evident throughout the analysis. However multiple pressures appear to be beginning to have a significant on their abilities to perform their daily tasks let alone innovate.

> Innovative changes I have observed and been involved over the year are on paper an excellent idea. When one section's work diminishes and the work from another section that may not reach their target is transferred and staffs is now flexible and mobile.
>
> Training for the new work is minimal/inadequate and additional pressure is placed on staff when they have little experience/knowledge of the work given to them and they are told that their work will be Quality Assessed (QA) for errors and they will go on the tracker which influences their pay rise and job security. Whilst being told they should be glad they still have a job.
> No pressure there then!
>
> Experienced staff and Managers are frequently moved around from a job they know inside out and do well to an area outside their expertise under these conditions.

Frequent movement of management and staff appears also to be causing expertise gaps where knowledge and experience is lost impacting upon the team's ability to meet DEPT C's aims and objectives.

Level 2: Policy Blockages

> Barriers –use of policy as a blockade rather than a potential hurdle needing to be overcome;

Again within the second level analysis, policy decisions and implementation were identified as potential innovation blockers rather than an essential driver for change which can unintentionally act as a hurdle to the success of any innovation implemented.

Level 2: Confusion between innovation and policy challenge

Even within the current innovation idea schemes an element of confusion is clearly observed within the discussion and questioning.

> The question was asked - have you been to policy? No, I'd gone straight through Scheme E - I then went to Policy and found that they were already on to the concern - I had to contact policy - could have done that myself out the outset if I'd known I should have done so.
>
> The question is then - why didn't I know about the changes Policy were already considering and if Policy had said 'no, there will be no change' then is that not a concern rather than a suggestion/innovation?

Lack of knowledge and education about change policy appears to be one potential contributor to this barrier. However this question is outside of the scope of this study and must remain currently unanswered.

Management Political Pressure

Level 2: Political Pressure

Politics with a small “p”, sometimes referred to as office politics appears to play an equal role in barring innovation. However for DEPT C as a main government policy deliverer the pressure appears to be significantly increased for their employees.

a government department which is primarily here to action the policies of HM Gov.

Managerial activities with their focus on accountability and signed up to targets often omit thought about the consequences of their decisions and actions.

Ministerial activities and the "we must do it immediately without question regardless of the consequences" attitude
Maybe a little more Just Do It is needed. Don’t over analyse, be willing to try and fail.
Innovation's about just doing something different/new now, rather than improving what we do.

However from observation and triangulated with further discussions this appears to be an over simplistic approach which can lead to problems in the medium to long term.

Some Managers appeared under resource pressures, feeling direct external political pressure is having an impact on their ability to deliver public services.

> Because our political masters under-resource the Department and then tell the country that we provide a crap service

From their often passionate engagement with the study discussions it was also clear to feel the participant's frustration with current change progress. Adding to this, many feel that any consultation process is often just paid "lip service" by management so such employees fail to totally engage in or buy-in to any innovation generation development.

> The big lumbering dinosaur that can only move slowly. I can change things, but if I get it wrong, I would be held accountable.

Feeling that they were still part of a large historically bureaucratic machine that is changing appears to be a view the majority hold. Still working with a “Blame” culture with reducing resources and a poor understanding of what the employees do to deliver its goals, DEPT C still appears to have a long way to go to re-engage its employees in a positive dialogue about innovation generation and exploitation.

> We need a non-judgemental learning culture that understands our current jobs, roles and delivery goals and the resources to do it.

Level 3 supporting evidence can be found in APPENDIX 2 Page 576

Level 2: Compared to external bodies.

It is difficult to compare internal and external customer need as the actual nature of each could be poles apart.

behind other private sector organisations (e.g. Banks) in being responsive to customer needs.

Internal need for resources and innovation to enable the service to function cannot be compared to the external private sector customer need for survival:

Customers mean sales, sales mean profits, profits mean survival and growth

In the public sector:

Customers mean supply, supply means delivery, delivery guaranteed

Proposition 2: Nine point Lens Analysis

Space – Physical layout of the places

Relying on old infrastructures built for a mass people driven government of an earlier era, innovation can be said to be facing an uphill battle against years of underinvestment. There is also a historical culture which although adopting change has often moulded or adapted that change to fit its culture rather than challenged itself with a radical innovation culture. Level 2: Challenge Culture.

Evidence supports strongly the view that the capability and cultural weaknesses which are holding back innovation are being challenged by staff and management. How effective this challenge is remains questionable.

Our current capabilities and culture needs to be challenged (as in Spending Review)

Much of the public sector especially in Western capitalist models engage with technology which often lags behind the cutting edge innovation found in profit driven market innovators.

Actor - **Range of people involved**

As government maintain the standards for technology their engagement with the people involved in the decisions to innovate can act as an inhibiting barrier due to their embedded caution and cultural risk aversion.

From observation evidence an example of this can be seen in the issues that arose from the creation in 1997 of the UK e-GIF standards framework for market based technology and IT innovators to secure Government technology contracts. By only setting the framework to cover “safe” current computer languages, platforms and operating systems, the very legislation to help innovation in government created a new barrier restricting the flexibility of innovative decision makers while significantly damaging a growing innovative sector of the British economy.

In recent years as seen in Chapter 2 theory has started to be adopted in practice to overcome the restrictions austerity is imposing on Government innovation by concentrating upon the internal skills development and delivery of existing human capital resources.

Activity - **A set of related activities that occur**

As seen from the research literature, Centralised Government have for decades found it difficult to engage all activities to maximise its innovative potential. This has on the whole meant that their policy goals involving innovative activities or technology rarely meet their actual intended delivery targets.

Level 2: Is change a blocker?

Change Programme is deliberately risk averse (Presentation)

They appear also especially under western democratic models of public service to end with much inflated costs than were initially forecast or planned for despite governance of risk averse restrictive spending management and restriction barriers placed on non-continuous improvement activities and localised innovation. This risk aversion is perceived by some as being used as a deliberate management tool to slow the take up of untried innovation which would risk losses to public funds.

Act - **Single actions people undertake**

It is clearly understood that radical or breakthrough innovation for Government can be very costly to limited public funds. Sometimes requiring cutting edge specialist skills which are often in short supply and have a higher than the norm risk of failure the public sector is often not willing to take full responsibility for all of the reputational damage risks which potentially follow such high profile failures.

> Considering, devising, implementing new and novel ways of doing things, or something new, to the benefit of staff, customers and DEPT C

The desire for radical innovation is observable but this has to be tempered with realism concerning inflating the risks to continuous public service delivery and loss of much needed investment public funded capital for little or no return

Object - **Physical things that are present**

Although not identified in the discussion or observed evidence standardisation implementation within the public sector appears to encourage Continuous Improvement practices rather than true breakthrough innovation. This appears to be down to the discouraging nature of the evident risk aversion culture and public services delivery focus.

Event – **Activities that people carry out**

From the adoption of New Public Sector Management methodology in the 1980's to the restructuring of the 1990s technological innovation and fundamental innovation in public service processes there has been a continuous thread which has run through the UK's public sector: significant underinvestment in infrastructure, technology and radical delivery. The need for stability in delivery relying on multiple IT platforms with little or no interoperability and historical silo delivered policies remain as barriers stifling internal innovation. The growing ground swell of theory and opinion in external academic and research fields are beginning to show that for the public sector to have an effective future then internal innovation generation needs to be embraced.

However from the fallout of the Global Banking Crisis of 2008 and the subsequent fall in Global tax revenues, budgets for everything except "keeping the lights on" delivery targets have been slashed to a bare minimum. This however has seen post 2008 UK policy initiatives adopt a more "Innovate to change" delivery systems approach by exploiting the digital systems aligned to utilising the technology. This is despite decommissioning opportunities, and managing internal Human Capital reduction initiatives by reducing public servant headcount while "sweating the assets" Government already owns to maintain or even maximise productivity.

Time - **The sequencing of events that occur**

Reinforced by election timescale and political barriers, Government policies implemented to counter the world austerity and subsequent budget deficit caused. Level 2: Political Risk.

As identified reputation still remains a big player in terms of risk aversion and innovation risk. External political negative pressure evidently has a big impact on innovation engagement by the public sector. If it is as big as shareholder pressure in the private sector to innovate in a positive way for profits, that is difficult to say.

> As long as we have Ministers who fear *any* kind of negative publicity I suspect we'll never have innovation without the constraints both mention. Ministers - and I suspect their advisors and senior civil servants - are too risk averse.

Goal - Targets to accomplish

Since 2008 the goal of the UK public sector has changed from purchasing to innovate to innovate to create higher productivity from fewer resources. This “more bangs for the buck” approach has also been taken up actively by the theorists and researchers with the development of team innovation and alternate methodologies to induce innovation into what has been seen for many decades as a multiple barrier environment with a complex inter-relationship for many or even a public service innovation free system.

Feeling - **Emotions felt and expressed**

Internal criticism is prevalent throughout the UK public sector. Department C is no different. Critical cynicism concerning innovation and DEPT C's ability to reengage in this much neglected area of business productivity appears at all management, staff and business delivery levels.

> some have been **kind enough** to call us innovative

However pockets of optimism do exist as does the desire to believe that innovation if carried out correctly could be the answer to stagnated delivery under restricted resources and cuts.

Barriers Identified from Evidence

G3 Delivery Pressure (Impact from External Delivery Pressure) (Internal and external)

C1 Risk (Internal and external)

4.8. Proposition 3a: Relative to its size, large bureaucracies will be less likely to share major product innovation, but will do so when multiple smaller innovations are available (or anticipated). (3b) smaller bureaucracies, however, will be more likely to enthusiastically share all innovations.

TABLE 6: *RELATIVE INFRASTRUCTURE SCALE*

Large > 1000 staff	**Small < 1000 staff**
Problematic for Innovation	Manageable innovation
Diverse structure	Similar internal infrastructure
Difficult diffusion	Innovation adoption as one body

The size of the public sector organisation can govern the amount of spare resource, amounts of available budget and importantly the creative pool of human resources available to generate, sustain and deliver innovation on a viable scale. However such bureaucracies can have management spans, decision making or governance processes and recruitment policies which negate any positive benefits to innovation such economies of scale and scope can bring to the innovation process.

Organisation Scale & Scope

Level 1: Knowledge to identify Innovation

A core barrier appears to be the lack of staff and management knowledge on how to innovate.

Level 2: Understanding how to Innovate

With slow adapting cultures and historical baggage large UK public services can be said to have no tradition in innovation therefore have to reinvent the processes each time they need to modernise. Small bureaucracies on the other hand can be said to suffer from resource and internal knowledge exploitation weaknesses due to the small specialised nature of their infrastructures. The full range of public service organisations, all have innovation difficulties unless innovation is central to their role.

As stated knowing how to innovate appears to be one of the biggest starting barriers faced by any organisation today. As is identifying a beneficial need to exploit an existing innovation. Similar but facing different problems and issues.

To innovate you need a “need”, sponsor, an idea, someone to take it on, a tool to exploit it and the freedom and resources to make it happen.
There was a defined need; I had a senior sponsor; the idea had been prototyped; I was appointed to develop it, I had the business and Service Management knowledge; I had the co-operation of many of the contributors through their acceptance of the need and by using my own network; I had a tool to exploit the idea that was able to be deliver it to the intended audiences and it was capable of being used in the real

world. Most importantly I was given the space and the freedom to develop it.

As already identified public servants appear to be concentrating upon the here and now for delivery. Innovation for many is the last thing on their minds.

With the lack of obvious “purchased to innovate” projects, it appears from observations that the majority of individuals have their heads down just concentrating on the here & now.
I have always found that DEPT C have acknowledged ideas and always seem to ensure people consider them

The presence of ideas does not appear to be in question. Neither does the existence of people to review them. The weak link appears from the evidence to be the turning of these generated good exploitable ideas into practice: implemented innovations that lead to real benefits either financial or in customer service improvements.

Level 2: Knowledge for Innovation and activity

Again poor communications and networking support continues to hinder the continuing engagement of staff and managers in innovation.

I simply propose a variation to one of our existing forms! –"never heard of this form".
I know there is a lot of workshops on the go for innovation driven Change Framework and contract delivery design

Also consistent knowledge about innovation support and guidance, from observation, means that not all staff and managers are aware of innovation opportunities or even departmental intentions.

Level 2: Skills

Akin to knowledge weaknesses is the inability to actually turn innovative ideas into real projects that can be practically delivered.

Re skills and desires, Yes, absolutely. By smart working and in collaboration with our business customers and suppliers we can and will do more great things. Its already part of our jobs to look for better ways of supporting our business customers and the citizen. it tends to happen naturally anyway.

However green shoots of development are evident with some specialist teams now delivering innovation support activities. However these appear far from being co-ordinated.

Despite that though these “specialists” appear confident in what they can deliver with enthusiasm for innovation which should be publicised within all business streams.

> The process to harness that, now we have competition and loss of exclusivity gives us an excellent opportunity. But then I would say that wouldn’t I :-)

As stated in Proposition 1 enthusiasm is fragile and should be managed carefully if you want innovation embedding to succeed.

Level 2: Drive

Akin to enthusiasm in the ability to drive innovation forward, again needing careful management and dedicated managers, innovation drive (or the lack of it) is of concern to many involved in DEPT C change.

> I kept trying (to innovate) by promoting the new capabilities

Publicity and promotion appear consistent themes along with the need for creativity to be supported

> I'm lucky in that my job allows me to be a bit more creative than some with my ideas. Business Process Re-engineering looks for innovation to drive more transformational/radical opportunities. But I

could still do with having more thinking time and not be pressured into coming up ideas just to meet unrealistic deadlines.

Constant change and re-engineering of processes appears to supply a good environment for both idea generation and benefits maximisation.

We are currently going through a business re-engineering programme. This will be of great benefit to the department once the finals stages have been implemented. This is a process which will take up to and over 12 months. We have mapped our current status and are evaluating it currently to see if any changes can be made. Once this is complete we will then undergo the FUTURE state process of it

Such change activities may supply further innovation ideas with the time and resources needed to exploit ideas while creating the problem statements needed to supply the opportunities to implement real solutions.

During the discussions central to the data gathering exercises it became evident that as well as facing a definition issue, public sector innovation in DEPT C also faced knowledge about innovating gaps, lack of skills to exploit such situations and the **skills to forecast need** that innovation generation activity could fill.

> The ability to adapt using a **new** or different thought process compared to what has come before. Foresight in looking ahead to evaluate threat, our work, how we work, change and environment that causes these. Also the knowledge to see the way things were, how they are, and how they can change.

From the evidence these deficiencies especially the ability to, as stated earlier, identify and forecast needs are fundamentally acting as a long term barriers to harnessing internal innovation opportunities within continual change and reform of the public services.

> Taking the Newton's cradle approach. Seeing not just what we contact with, influencing us but also what instigated that, what made that occur? We need to see out, farther, down the line.

Level 2: Innovation as Power: Protect or Share

This proposition depends upon the power relationships and ease of transmission communications as well as the ability to diffuse innovation internally and externally to the system. This is especially the case within the public sector with the impacts on the barrier strengths of the politics involved. There are many barriers existing in the public sector which are mirrored in the private sector to diffusing major product or process innovation. However the public services have many which are unique to domestic and international public service infrastructures and organisation. Some can also take a national aspect an example being the nature of UK parliamentary democracy and the relationship with the domestic Civil Service.

Level 2: Communications & publicity.

Communication of good innovation delivery stories and progress appears slow and almost non-existent in some business areas. For many innovation activity appears invisible and is something no-one talks about.

> a bit slow on reporting the good work

Innovation within large public bodies from evidence appears less transferrable to other public bureaucracies unless specifically targeted to low level delivery need. Large bureaucracies with their high overheads and development costs often require large data set manipulation issues to be resolved that are often unique to the data of that organisation as with DEPT C.

This uniqueness leads to higher risks and threats of major reputational damage by failure especially if the systems operation needs to be maintained for enforcement of law, tax generation and collection or even health provision. Small bureaucracies on the other hand although often similar on a reduced scale can be said to have fundamental differences which help them to be more responsive to innovation. Such small scale public service organisations are often more autonomous in management and financially operate on a Small and Medium Sized business basis. They are less traditionally structured and involve actual innovative exploration with smaller managed risks. The larger the scale it is evident that the reputational and fiscal cost consequences of failure are larger too. However this also depends on the importance to politicians of continued unbroken service delivery from the bodies at risk also. So Scale is significant but not the only factor.

Level 2: More Time to innovate

For any size organisation, the lack of time to innovate appears to be again one of the main barriers to actual innovation engagement.

What would help me would be more time!
More time to think!

With little time to think it appears increasingly difficult to be creative under tight pressures.

But I could still do with having more thinking time and not be pressured into coming up ideas just to meet unrealistic deadlines.
Contributing to innovation on a personal level takes time.
The departmental strategy for seeking to achieve "more for less" means that there is less time available to formulate, document and forward the innovations that would save time. Give me TIME to break this cycle.

Without time to formulate, document and submit, innovation ideas are almost impossible to disseminate and diffuse in best practices.

Proposition 3: Nine point Lens Analysis

Space – **Physical layout of the places**

Apart from the general size of an organisation from the observation and discussion evidence this proposition does not appear to impact any barriers from the special layout.

Actor - **Range of people involved**

Where innovation generation and creativity is concerned the headcount of each public sector body determines the size definition of the organisation. In the table below the impacts have been identified at a staffing level.

Actor -	
Large	Small
Innovation needs specific skills for specific delivery streams	General innovation skills often only needed
Diverse staff roles	General multipurpose roles
External expectations to provision of innovation	More internal innovation focus from necessity.

TABLE 7: RANGE OF PEOPLE INVOLVED (STAFF AND MANAGEMENT)

As confirmed in earlier skills, roles and expectations all appear to contribute to the impacts of staff on innovation.

Activity - **A set of related activities that occur**

Again given the size, output and economies of scope and scale all contribute to an organisations ability to innovate in the first place. However from the evidence it has been seen that size is no guarantee of innovation success.

Activity - A set of related activities that occur	
Large > 1000 staff	Small < 1000 staff
Often National or International	National or Local
High Inertia to innovation	Less inertia (flexible) **"A smaller firm could change quickly and benefit from change rapidly".**
Often complex in nature	Less complexity

TABLE 8: ACTIVITY :RELATIVE INFRASTRUCTURE SCALE

Larger organisations appear from observation to be slow moving bureaucracies with complex processes and customer bases. Small public services appear often to be more flexible, quicker specialised services with a level of complexity to match a few tasks rather than large legislative policy driven organisations. Although apparent as a barrier to innovation each appear to have their own limitations.

Object - **Physical things that are present**

Only the size of the organisation appears to have a physical impact on the barrier debate.

Act - **Single actions people undertake**

Complex legislation and functions can impact upon innovation irrespective of its impacts on the scale of the innovative organisation. The single actions of individuals on innovation generation must be viewed as minimal on their own in isolation. A single act will have limited impact on supporting or hindering innovation processes unless indispensable. Cumulative multiple actions can be viewed as more effective.

Relative Infrastructure scale

Act - Single actions people undertake	
Large > 1000 staff	Small < 1000 staff
Multiple legislative acts	Often single act / process
Complex relationship	Limited
Often changing	Stable and often new

TABLE 9: ACT : RELATIVE INFRASTRUCTURE SCALE

Event – **Activities that people carry out**

Relying more on legislative timetables and political steer, all government organisations can be said to rely on being events driven. The engagement in innovation is no different. However such events appear to have negative impacts on their ability in recent years to continually innovate relying more on Continuous Improvement (CI) to become more efficient performers. Given the continued austerity pressures many of the participant identified that this would have to change with innovation being used as a new driving force.

Relative Infrastructure scale

Event – Activities that people carry out (under Political over-sight)	
Large > 1000 staff	Small < 1000 staff
Multiple	Focused
Inter-related	Single
Complex impacts	Limited impacts

TABLE 10: EVENT :RELATIVE INFRASTRUCTURE SCALE

Time - **The sequencing of events that occur**

The growth of the large bureaucracy began with the creation of the post WW2 Centralised Civil Service and the Welfare state. It reached its peak with the centralisation and economies of scale of the 1980s and early 1990s where computer systems and I.T. delivered government provided the innovation for change. This period saw Innovation as an imposed factor to reduce the systems reliance on high numbers of manual processes supplied by costly low skilled human capital.

From then with the growing cost of such ventures and the growing failure rate of such technology innovation on increasing government productivity the political direction changed to creating delivery efficiencies by creating smaller bureaucracies with more autonomy and private sector management involvement. It was hoped that the communication, innovative culture and open management of the private sector drivers would be adopted by the public sector. However it appears that all it did was activate more internalised innovation barriers, lower staff morale and concentrate what creativity that did exist inside of the UKs public services to continuous improvement (CI) of what they did without questioning if it was right in the first place.

Goal - Targets to accomplish

The transition from large to small was not universal as many larger finance generation bureaucracies became larger and wider in scope while inconsequential bureaucracies took on more agency status roles allowing innovation but with no resources. The 2008 austerity levelled the playing field meaning all UK Bureaucracies, irrespective of size, received less resources while being driven by policies that need innovation to succeed. All have become more target driven, increasing responsibility but reducing the desire in management and decision makers to take real innovative risks. This therefore has dampened the effect on the scale of innovation and increased the ability to stifle the demand requests for innovative need and drive.

Feeling - **Emotions felt and expressed**

The scale of an organisation can be said to reduce the impact and perception, one or a few voices can have on accepting generated new ideas or innovation. The organisation needs to have trusted pathways for staff to overcome such barriers as well as well skilled and engaged innovation savvy middle management and teams. Trusted diffusion networks need to evolve and be supported.

Level 2: Trust in Communications.

From the evidence of continued sporadic communication issues especially concerning the successes of current innovation activities it is not surprising that trust in DEPT C innovation communications has reduced to a very low level. Confidence in the process has to be re-earned quickly.

We are not always made fully aware of the department's decisions or the reasons for them

Barriers Identified from Evidence

B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc.)

C1 Risk (Internal and external)

4.9. Proposition 4: **Relative to new and prospective recruits, existing staff, will develop more pioneering innovations** (which may replace existing practices and processes.)

Recruiting (Level 3 Findings in APPENDIX 2 Page 576)

Level 1: New Entrant Drive

There is evidence to support the view that those recruited with market innovation experience do bring a certain amount of innovative drive to the public sector body they join. However their actual impact and the success they bring can be said to be questionable to say the least. The idea that “New Blood” recruited to any organisation can only bring new life can be used to explain the “churn” of innovative talent between private sector employers despite austerity or recession restrictions hitting the employment market. However due to austerity measures and restrictions placed on their abilities to recruit, the UK’s National Civil Service has not been able to significantly recruit or even compete for external talent with the skills needed for them to exploit internalised innovation opportunities.

Level 1: Gender and Behaviour; Differences re Innovation (Gender Bias: Quality Issues v Challenge)

There is an apparent difference to innovation between the genders employed by DEPT C. With the majority of workers being female and at low level grades, innovation generation still appears to be male biased.

> Gender difference where innovation is concerned? Yes. At lower grade level there appears to be a high percentage of female colleagues within the HMRC but male colleagues seem to provide more overt enthusiasm for innovation and idea generation.

To resolve this issue, female workers need encouragement and opportunities to engage in innovation idea development, and implementation. Although often seen as gender neutral, due to the continuing gender bias in job roles innovation still appears to have a male bias.

> Gender though is thought to have no impact and be a-neutral when innovation is concerned however the public sector does have a higher than average female workforce. So it makes a difference.

By gender targeting innovation development maybe the public sector could find itself for the first time being at an advantage over its private sector counterpart?

Level 1: Reward & Recognition

As covered in Proposition 4 page 274.

Level 2: Personal impact

This Reward and Recognition theme has certainly raised many questioning behaviours with participants especially Why should I innovate?

Why should I? What is in it for me? I cannot get managers support for promotion, my career is static and my health has suffered as a consequence. I feel I am not encouraged to challenge or innovate apart from a few enlightened individuals
Why? What do I get?
A better and easier reward system to help motivate as well.

Reward and recognition appears to be the hotly debated topic of this study. Being contentious, this study has just reflected accurately what individuals believed to be the key restricting factors.

I also feel that we lack incentives to innovate. It is almost impossible unless you are part of the gang to get promoted, challenges are frowned upon and innovators are treated as oddities rather than celebrated.

Concerns regarding career advancement and reward for hard work all came into the debate concerning rewards for innovating. It is evident that low morale, and low opinions about rewards and recognition are lowering staff and management

engagement in innovation. This was a central feature of several themes and observation channels.

Financial concerns hitting motivation,

For some, perhaps a financial incentive would work, although that wouldn't change anything for me, and there is already something like this and you can be nominated for it. If ideas prove successful then no doubt this would be used as competencies in Performance Reporting so there would be the promotional financial aspect there, so I don't know if anything additional would assist.

To Lack of recognition of success, many displayed negative views.

More encouragement/recognition of success and development within the office. As this may encourage others to look out for best practises/recognise successes. Having the chance to trial innovative ways of working, rather than having a new idea ignored/rejected, because it shows change and steps away from the norm way of working.
I help contribute my ideas to innovations I have but I feel that more staff would engage if there was more recognition for their input especially at times of austerity.

However not all, some still hold the Civil Service Ethos of contribution focused only: However in reality they were very few.

I feel that everyone should contribute as a matter of course. We don't do it for a reward.

Many thought incentives or special professional recognition could play a part in expanding innovation within DEPT C.

Better and real engagement is called for. Credit and recognition should be given where it's due - and who knows where that is? Maybe reward has a place in the system?
Incentives would contribute.
For those involved there are definite recognition issues. Not just in the sense of rewards or a bonus for delivery but in the sense of self recognition. There appears to be an inability to recognise actual innovation even if they are involved in delivering the changes

For many limited opportunities to get involved in innovation activities have played a part in reducing DEPT C's innovation decline.

More opportunities a starting to trickle through at last
Also as innovation is linked by individuals to "reward" as this does not seem to happen a "Why should I" attitude appears to have spread across many public servants.

Again the “Why should I? attitude was articulated as a public service wide issue where innovation is concerned.

Level 2: Confidence in creativity assistance

Issues surrounding the support for creative individuals and groups became an evident theme in proposition 4 second level analysis. Some highlighted the introduction of external consultants into the creativity skills transfer, on observation its impact is felt to be minimal.

The Senior Leadership highlighted the problem of creativity at the latest Cabinet Office IT conference. Their appear to be a desire at a senior level for public sector creativity to be improved especially by change our thinking towards the customers point of view. An external partnership has been developed with the Royal Academy of Art to assist in the regeneration of creativity within the public sector.

Many felt they could innovate if they had support for their creativity.

In my work area there is nothing to stop me being innovative - apart from my own lack of imagination/confidence.
I'm lucky in that my job allows me to be a bit more creative than some with my ideas

Confidence appears to be a key barrier within this theme.

Proposition 4: Nine point Lens Analysis

Space – **Physical layout of the places**

The impact of new recruits and employee on public service delivery within the UK Civil Service has always been viewed as the same. Differentiation in innovation appears never to have been considered. They are recruited for the competencies to do the job they are recruited for, not for their abilities to innovate. It is felt that this historical culture which has so long remained unchallenged, means that individual innovative ability and skills are ignored and creativity stifled by the very act of "moulding" them into Civil Servants. This is being challenged though with the development of digital government creating a "new breed" of creative civil servant. This though has to be questioned closely.

Actor - **Range of people involved**

Again the ageing workforce and population with their bias towards delivery rather than questioning current practices and processes mean a barrier restricting actual innovation generation is continuing to be reinforced. The Civil Service is no different to the market or society on the whole. It needs the challenge of social media practices, unconventional media channels and advancing technology to be met head on by the very youth culture that are using these methods in their communications on a daily basis. Ignore it and we ignore the public service users of the future.

Activity - **A set of related activities that occur**

New recruits will expand and refresh the skills base in any organisation so the UK Civil Service with its new apprentice schemes is taking the first successful steps to resolve this long term issue. They need to be given the skills to be flexible and encouraged to ask innovative questions without fear or favour. They must also be encouraged to challenge the institutionalised nature of the current workforce. Anecdotally the opposite appears to be happening with them becoming disillusioned with current innovation inertia and barriers to the point that they are becoming institutionalised just to maintain employability in a hard jobs market.

However we do have the opportunity to maintain new recruits as innovators and developers of new processes, securing the future of public service delivery in the UK for the 21st Century. With the recruitment externally of Digital skilled individuals and the cross skilling internal specialists from external consultants we have the opportunity for the dynamism and use of open ideas to spread to other business delivery groups as the UK Civil Service changes.

As a Consultant I am actively involved in innovation as changes to current practices are being investigated to accommodate legislative changes or to facilitate business improvements.

Act - **Single actions people undertake**

New external recruits often act as leaders who are proactive in promoting the innovations and skills they can give from external cutting edge industry. However being career orientated they therefore run the risk of becoming disillusioned when the real life of existing UK Civil Service delivery becomes evidently clear to them. Their need to prove often comes up against the traditional Civil Service barriers of change inertia, limited resources, outdated technology and risk aversion in decision making

Level 2: Working practice and change inertia

ways of working that have become concrete and people not willing to consider change

By creating an innovative environment linked with innovative technology and IT systems where previous practices, views and methods can be “left behind” in the journey to modernity, it is possible to build a ground swell of talent recruits and especially managers who are there not for personal financial gain but for the opportunity to innovate without the need for profit motive.

Using the best people and systems to make the business be more streamlined and productive

Turn the Civil Servants weakness into a strength and opportunity. However one threat to this is the creation of a “Them” and “Us” culture dividing the workforce into the chosen with skills class gaining with the rest being relegated to that of menial under skilled support staff.

Event – **Activities that people carry out**

Delivery silo events with no diffusion of lessons learned or innovation are common place as the current UK Civil Service grapples with change under austerity. With pockets of successful innovation, opportunities to use these as drivers for further innovation are being missed. Department C is no different. Again need focus could possibly lead to overcoming the barriers holding back real innovation from taking root. the evident complexity of such barriers must be tackled by exploring the simple underpinning similarities first to identify the links and commonalities that have become clearer from the analysed evidence. Chapter 5 will go some way towards identifying and explaining the evident 18 barriers which surfaced from this research study and the systems approach utilised to start explaining their relationships.

Time - The sequencing of events that occur

From the responses radical innovation appears to be something that is well overdue for the UK Civil Service. Many times such innovation and change implemented has been sold as radical at the time just to be let down later when theorists identify that such changes have only maintained the Status Quo of UK public service. However there appears to be a change in recent years as the significance and actual impact of austerity has started to be understood by policymakers, senior decision makers and politicians alike.

> A lack of a senior management decision over the Departments collaboration tool

> In January someone in Section E accidently deleted my award winning service catalogue and I have just finished recreating it from scratch. It remains on a tool which is not supported and has no back up! There is still no decision on a Collaboration Tool and I no longer care if it is not SharePoint even if it means that the service catalogue will no longer work as it does on SharePoint.

The desire for adopting such radical change and stretching current thinking appears never to have been stronger with many staff seeing such radicalism bringing them new opportunities to meet the service challenges ahead while strengthening their career security.

Goal - **Targets to accomplish**

The goals behind innovating are still not clear for everyone within the Civil Service. It depends on their exposure to current innovation, the experiences they had from that exposure and their desire to engage. However the positive responses are encouraging and if built upon will clearly see benefits to the universal adoption of innovation generation, diffusion and exploitation across a changing UK Civil Service.

Feeling - **Emotions felt and expressed**

There are those who are happy to give innovation a go while, given the skewed staff age profile, there are those also who equally say they "have seen it all before". The difference this time for many is that they have not yet realised that only "innovate or innovate" appears to be the only choice for all political policymakers not just in the UK but across the globe for public services.

Barriers Identified from Evidence

B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc.)

C1 Risk (Internal and external)

G1 Level 2: Gender, Race, Geographic location etc.

4.10. Proposition 5a: External public servants brought into any internalised system will develop more modified versions of existing products (continuous improvements). (5a) once pre-empted by new staff, they are more likely to be fast followers.

Internal Continuous Improvement (Level 3 Findings in APPENDIX 2 Page 576)

As stated in Proposition1 with the embedding of LEAN over the last ten years it has become apparent that innovation has become crowded out of efficiency development work.

Within DEPT C innovation is people finding **new ways to deliver** our business that are more effective.
I think that this is finding new ways of working - **improving the process**

Again as found in Proposition 1

I think it is anything that is new to that team, group, business or project. It is certainly **not continuous improvement or invention**. It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.
A means to achieve the impossible*, cheaply and quickly. *as previously considered impossible but not actually so
It makes more work for some, and if they know how to do something, then why change.

Innovation may have the perception of achieving the impossible while challenging the why bother attitude of some but in reality CI and innovation come from the same efficiency route and therefore must be viewed as not requiring over complicated resolutions to make them work together; the processes just have to be realigned with different but complementary outputs.

Level 1: Continuous Improvement Bias

Sometimes viewed as over simplistic Continuous Improvement (CI) is seen as maintaining current processes and practices by enabling them to be made more efficient or productive.

> I think it is anything that is new to that team, group, business or project. It is certainly not **continuous improvement or invention**. It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.

This evident bias towards CI and the confusion raised between CI and Innovation within DEPT C as per Proposition 2, shown in the findings also highlights concerns raised by the questioned participants about its impact on damping down creativity, its marginalising of much needed innovative creative mavericks and the Innovation blocking by encouraging Standardisation without innovation considerations.

> I've lumped these two together as I think one feeds the other. I think what would help & encourage me to 'innovate' is the confusing system we have. I'm never sure whether innovation is a response to a concern that I have - so is it a 3C under LEAN or should it go via Scheme E or should I go straight to Policy and then when all that fails where to then? The answer is nowhere so it leads to the question -why bother?

Level 2: Continuous Improvement

Even now, CI activities within DEPT C do not stand alone as they can be identified as actively interacting with other Performance improvement initiatives such as KPI targets etc.

Ever CI for many is a process that they want to steer well clear of as it questions the processes continuity and certainty.
"Righting a long standing wrong" rather than actually undertaking innovation
Continuous Improvements currently in place appears to be covering up Innovation efforts meaning that there is a self-recognition issue of what innovation is and what is not.

However CI is seen by many as masking the real need for real effective innovation to meet the challenges of 21st Century public service delivery.

> Concerns with guidance are also logged and evaluated to constantly try and improve the way in which different processes are worked, again to improve efficiency and overall customer satisfaction. Use of the 3Cs document and problem solve sessions have the potential to involve staff members at all levels, to gain an overall business view on the issues raised.

Innovation to improve efficiency is one evident issue. However overhauling the complete delivery of government with digital delivery, from an innovation point of view must be treated as the “lynchpin” for public sector innovation success.

> it does not appear to have gotten to the heart of the engagement and innovation problem and only superficially handles Continuous Improvement issues. Transparency in output improvements appears very limited.

As stated for many CI fails to get to the heart of innovation by only superficial improvements.

With the adoption of Lean based continuous Improvement in the 1990s from a need to maximise the productivity gains from improving current processes and minimise change costs by exploiting what each bureaucracy currently deliver and owns the whole of the UK public service have gained a common approach to change. So public servants moving between bureaucracies find it easy to assimilate into the development of modified versions of existing products and processes. With them also being acclimatised to public service delivery goal focus and target driven they fit well into Brother or Sister Organisations. In fact the universal view of one Civil Service with a standardised competence and skills set has been the norm for at least the last two decades.

With regard being an innovator first, public servants who move departments are often employed for specific roles needed within the recruiting organisation therefore the new incumbents rarely question processes or try to innovate quickly. Innovation is seen as a disruptive process with specific references to “destroying” something to build a new better process or innovative product from the foundations. Existing civil servants know from their past experience how to play the public service game with management. New is therefore a misleading term for existing public servants. They equally come with the baggage of a private sector recruit but are familiar with the system they are entering. Innovation can be viewed as a complex game where staff and management play as a team. Game theory can play an important part in helping to explain why public servants add value to current delivery without resorting to innovation so maintain the status quo as long as it is advantageous to them in the game. Pre-emptive innovation, changes rules and is therefore rare. As existing public servants are equally burdened with experiences of the barriers to innovation they have encountered within their own organisations they avoid innovation as a consequence.

Private sector recruits on the other hand are unfamiliar with the internal barriers to innovation existing in any bureaucratic system. They bring value in their naivety. The environment of new public engaged with new private experienced recruits can be harnessed as a virtuous circle of innovation generation. The naive ask the hard questions, the “game-player” acts as a fast follower to bring the innovation on. Such individuals can be said though to have a finite shelf life as innovators as they become institutionalised quickly.

Level 2: Trust in Full Idea consideration

For many trust in the consideration process for their ideas as within scheme E has reduced significantly due to the communication issues identified in the analysis of proposition 2.

and the knowledge that ideas are fully considered by the right people and have a chance of being implemented
The knowledge that any idea you have might be utilised

Again as with Proposition 2 Confusion between innovation and C.I.

I'm never sure whether innovation is a response to a concern that I have - so is it a 3C under pacesetter or should it go via scheme E or should I go straight to Policy and then when all that fails where to then? The answer is nowhere so it leads to the question -why bother?

Regaining trust could potentially be difficult.

Level 2: honest conversation with managers about Ideas

> The opportunity to have an honest conversation by senior managers when suggesting ways that the business needs to develop to ensure we do not create "issues" unnecessarily;

Akin to trust is the need for honest discussions concerning innovative ideas with managers as the first line of support for such activities. The lack of these opportunities highlights a major barrier to innovation: Middle Management support.

Level 2: better feedback mechanisms

> effective and efficient feedback

Although not significantly discussed, from observation, issues concerning inadequate feedback after idea are considered even when accepted appear to be hindering the maintenance of engagement with staff in wider innovation activities by impacting upon trust. Disillusionment and damage to enthusiasm are both playing a part in the continuing creation of an apathetic culture towards innovation from a sizable minority of participants as seen earlier in proposition 1.

Level 2: Generating new approaches

Innovation Scheme E
Thursday 02 May 2013
A poll took place on the section B Intranet site earlier this year asking "How much do you know about Scheme E?" Thank you to all who voted (nearly 500 staff) and to those who took the time to provide additional feedback. We have now collated the results:
Never heard of Scheme E = 40 per cent
Heard of it, but don't know what it is = 13 per cent
Heard of it, never used the Scheme E Intranet site = 33 per cent
Heard of it and have visited the Scheme E site = 14 per cent
The Intranet poll was arranged by a project specifically set up to look into how DEPT C's 'Scheme E staff suggestion scheme is used in section B. The project is now focusing on raising awareness of Scheme E within section B and also improving the evaluation of ideas that affect section B.

TABLE 11: INNOVATION SCHEMES OF DEPT C

For a scheme based approach to be effective it has to be publicised, understood and seen to deliver. Something Scheme E has struggled with since its creation.

Standardisation v Mavericks

> There is a huge dichotomy between telling people they have to continually improve and innovate on one hand, and then on the other that “there is one way to do things – our way” and branding people who disagree or find other ways as mavericks.

As stated in proposition 2 CI has stigmatised maverick innovators as appearing dangerous to their push for standardisation. This appears to have pushed to one side a vital creative asset which if harnessed effectively internally could contribute significant innovative efficiency and performance growth. In reality both CI standardisation and Innovation have the potential to work alongside each other to sustain a creative future for DEPT C.

Staff Engagement

A growing feeling is becoming evident by observation that managers and employees alike are starting to find it increasingly difficult to re-engage with innovation due to little exposure to high level strategy and the iterative nature of daily work delivery denying them the end to end process knowledge.

Colleagues find it even harder to engage with innovation as they do not directly come across the strategy or the plans on the whole.
Everyone staring into PC's doing their small piece of a pre-arranged delivery plan with quiet subdued management comes across as a bit stayed and too quiet.

This growing bias towards "head down" small incremental delivery of targets culture appears also to be subduing potentially innovative discussions critically questioning their daily work. Positive but critical enquiry should therefore be encouraged rather than censored.

Level 1: Idea Generation

It is clear that idea generation reductions have mirrored the dampening of unorthodox behaviours and creativity by introducing targeted standardised behaviours for performance management purposes.

Level 2: Interaction with other Performance improvement initiatives and current Innovation schemes

> Our "Scheme E" meetings are another forum to pass ideas for change forward. Results have been mixed with some good ideas being shot down further up the management line because they appear not to suit that manager's own agenda. But the principal that new ideas are encouraged remains firmly in place.

Comments highlighted the inconsistency of idea generation by existing innovation schemes but with the caveat that in principle new ideas are encouraged within DEPT C.

Level 2: Poor explanation of rejection

Again the poor communications and networking for diffusion of best practice is identified as per proposition 3 along with the problematic timescales for innovative change to be implemented.

> Unbelievably DEPT C did not accept their offer. I pursued the matter but did not get an acceptable answer as to why and the reason I did get showed the decision taker likely had a very poor understanding of the issue. 2 years later I again pursued the matter.

Level 2: Current Innovation schemes and support

Again as per proposition 1, 2 and 5, the amount of effort individuals who believe in their ideas have to go through with current innovation schemes just to get the impacts understood. This effort can be extremely time consuming and frustrating for the individual engaged. This often challenges their enthusiasm for innovation and impacts negatively upon DEPT C individual, team and group morale.

> I don't know if careful consideration is given, because personally I've had to hammer home the point via repeated E-Mails to ensure understanding by my seniors (who earn a lot more money than I) on what I would consider as basic issues. I have been pursuing one matter for 3 perhaps 4 years.

Level 2: Reluctance (Apathy and Frustration) –

As seen in proposition 2 apathy and frustration can lead to the development of Idea Generation Inhibiting behaviours. With a reluctance to re-engage in innovation disruptive influences can enter the system leading to wide spread disillusionment and over time if unchecked can impact upon daily delivery as well.

> Barriers – ways of working that have become concrete and people not willing to consider change; I have made suggestions to promote change, however most of these have not been concluded due to the barriers mentioned

Barriers once created can be difficult to break down so great care has to be taken to manage any change so that innovation barriers are not made worse.

These negative views of public sector innovation barriers have begun in theory to be challenged, as per chapter 2, by exploitation of radical innovation on how such motivated individuals can be encouraged to refresh their questioning and game playing to maximise their value stream to a changing bureaucracy.

Level 2: Questioning Examples

How do we get the balance right? Is the reason something else?
How can we make it better?
Maybe an opportunity to make a difference?
They will definitely provoke discussion.
A number of questions have been raised to me in my daily work and interaction with my manager.
Or will time tell?
Do we really need to have so many deadlines for 31st December?
What happened to our creative individuals?
Questions are being raised regarding how much of our change activity is actual innovation? How much is actually being done?

Engaging staff questioning behaviours is beyond the scope of this study. However that is not the same for public servants who are recruited to different departments as Managers especially at senior levels. Such "fast-following" behaviour under those change conditions is dampened by blocking management behaviours by those trying to maintain their status benefits to the point where it is ineffective due to having

to adopt the strategic and middle management barriers of internalised and silo delivery target driven management.

Level 2: Innovation Culture (Empowerment and Questioning Blocking)

Challenging the culture is desirable to many participants but must be viewed as a daunting task which has defeated many a theorist or policymaker alike.

> I think innovation is something that we'd like to have but we still have so many blocks in place that I don't think we can truly be innovative, not just technology wise but also lots of those on those in power and that hold the budgets are nervous about being innovative.

Level 2: Is change a blocker?

For some the very act of change appears to act as a blocker. Enforced change can overtake the best innovation reducing it to yesterdays “fad”. So from the findings successful Innovation has to be planned and aligned for delivery with change and never allowed to hinder or stop effective change delivery.

> Is our concentration on our change activity crowding out the little amount of Innovation activity we were undertaking?

Level 1: Individuals (Drive, Management Opinion Blocking and Questioning Management) Current Innovations

People have to be viewed as innovations best asset. Exploiting creativity, delivery resources and insight they are central to any none-automated system.

> Using the best people and systems to make the business be more streamlined and productive

Also employees and managers are versatile and flexible under a variety of pressures.

> The .....Contract, Mobile apps, green IT, remote & mobile working, etc etc etc. ...also innovation isn't only IT. There's some great work going on at many levels between IT, Change and line of business. HR is especially refreshing.

Creative problem solvers solve issues for customer problems: for the foreseeable future for the public sector at least, it appears from the evidence that this process will remain people based with the support of its staff and management despite the introduction of technology interfaces and digital network delivery of services.

Level 1: Opportunities Generation (Technology, Exploitation / Risk and Idea Guide) Idea Generation Inhibitors

Level 1: Senior Management Innovation Champion and Sponsor

As shown in chapter 2 the importance of charismatic, honesty displaying and Innovation Leadership continues to be debated by academics and policymakers alike.

Losing a Charismatic CIO did make a difference in the dynamism feel.

Level 2: Leadership: Charismatic Individuals: Honesty

From the evidence within DEPT C it is highly likely that any innovation Champion does have a significant impact on driving both change and engaging in innovative activities. Also the champions are seen to supply stability and transparency in honest communications.

Better service leadership? I miss the openness of "CIO". Better service governance and Better service leadership would recognise good ideas, sponsor them and provide a strategic governance/decision making framework. For e.g. my request to have a cross Section E strategic governance board went nowhere. As a consequence I maintain the Catalogue but have been unable to get information from across Section E

The Chief Information Officer/ Chief Digital Information Officer is seen as the key sponsor for innovation but must fulfil their promises to continue to be trusted.

But as a starter it needs leaders to fulfil the sponsorship role.
I actually have a lot of time for this man
He has pretty much fulfilled on his promises.

More importantly many feel the Champion role should have a “carrot and stick” remit for delivery as innovation implementation to resolve the slow roll out and realisation of benefits issue needs to enforce tough decisions as well as have the ability to reward.

You can start with CIO's stick. Tends to suggest that anything is possible, all constraints are there to be tested (beyond the limit). If it saves money anything is possible.
driven from above
Overshadowed by an argument by two Directors during the meeting. It was clear that my sponsor was not interested and, as a consequence, it was not adopted by the people who should have used it.
This I guess is due to the Change Champion who was driving Innovation at a strategic level left the department at Christmas.

Their key function though is to drive change forward using innovation to maximise efficiency and performance uplift potential within an organisation.

Level 1: New Embedding Organisation

Innovation in any organisation is impacted by the existence of poor internal reporting and poor governance mechanisms. However as already mentioned public services appear to have pressure to over complicate such processes which can lead to a significant increase in project delivery inertia.

> The metric I would like to see is how much innovation do our suppliers deliver per annum and how £ does it save, what are the capability benefits and what improvements to customer service does it deliver?

Therefore the monitoring and choice of specific measurable metrics to support the identification of innovation delivery progress and benefits return appears to be essential to maintain trust in delivery and to monitor the expansion of capability benefits signed up to by the Senior Innovation Champion.

Level 2: Senior Management Team (SMT) display

The SMT have to display transparent actions, understood by all so they can be seen to be trusted in delivery and shown to be able to handle external negative views in an efficient non-disruptive manner.

> In my area none in relation to improving the way we do our job. Senior managers have implemented an engagement process which invites various grades to come together to think of ideas to improve engagement etc. I was recently involved in a link exercise where I was one of only 3 who volunteered. Therefore buy in is important.

As stated in the recorded comments Senior Management need to be responsible for maintaining the buy-in into any innovation process, managing the high level risks while championing new ideas and innovation search.

> The opportunity to have an honest conversation by senior managers when suggesting ways that the business needs to develop to ensure we do not create work gap unnecessarily; the ability to make ideas that could revolutionise innovation as simple as possible but allow for complex or abstract ideas to be included in this.

In DEPT C this appears to be working well and inroads appear to be being made in supporting internal change mechanisms while championing and encouraging the slow evolution or employee re-engagement with internal innovation.

However some clearly think that such SMT activities could be improved especially regarding senior engagement in real major innovation implementation.

I am not a shy and retiring bunny, but I do not see an appetite for anything other than minor changes within directorate management (although I do not think that is necessarily the case of the board, to whom I believe a lot of things do not get forwarded).

For these individuals it appears that SMT action needs to be seen to maintain trust about the Managements commitment to true innovation. The high turnover of previous Directors appears to have left a level of insecurity about change and support for innovation in many business streams. Also the fear of SMT regular interference in delivery decisions is evident.

In the past you would see a director come and go within a year and never really see anything positive change.
do senior managers let go and trust their managers to make key decisions? I don't think so.
I would have more respect for senior managers if this were to be the case and I honestly believe that it would benefit the business.

To maintain professional respect the SMT need to honestly support innovation. However given the LEAN bias over recent years SMT support for such activities seems to have significantly diminished having negative impacts on employee questioning and creativity in the work they do.

Management communication behaviour remains to be a major concern for many as it is seen as a barrier to the re-engagement of employee in innovative practices. Some SMT are successfully delivering a high visibility communication strategy.

Our Senior Manager came down recently to update us on where he is at.
Within communications, innovation and taking part in it only comes across on an occasional basis across the department. It does not appear to be well communicated and only impacts on the few.
The way that such problems are alerted to managers possibly needs some work.

However others that are visible still do not appear to be communicating their support for such innovative change very well. Also communication channels back to SMT members is often questioned as being unreliable or perceived as being often ignored.

Level 1: Teams

Chapter 2, page.79 highlights the push in recent years for Employee Driven Innovation in Team (E.D.I.T.) as a way of overcoming the innovation gap within modernising public services.

> It is almost impossible (to innovate) unless you are part of the gang to get promoted, challenges are frowned upon and innovators are treated as oddities rather than celebrated.

Support for this view is strong within all grade levels of DEPT C as most already deliver change and CI activities this way.

> This definition of innovation could mean wholesale changes to how things are done or by whom, or small individual or team process or similar changes.

Even the understood but contested definitions of innovation have elements of team working at their centre.

> Teams working together to develop solutions to problems that we face, either on a daily basis in our own workplace, or as part of a project team introducing something at a macro level that has wider benefits outside the team.

Teams can be geared to be problem solvers.

However, currently not all teams appear to be utilising this strength. Some lone individuals appear to be attempting to harness their own creative innovation search with little or no help from their management.

> I try all the time in my role and have been able to make small steps within our team but DEPT C wide I don't think so.

In fact in some business streams almost no team based innovative activity is apparent or being observed.

> I see very little team based activity.

This leads to a key question being raised from the analysis: “WHY”?

Level 2: Recommendations: Prior Communications

As identified across the propositions, communication and networking appears definitely a major concern for many.

> It needs more team and cross team networking. Discussion and challenges about what is wrong need to be introduced into our daily work. Innovation support has to be visible and on-going showing results to copy & share. Not the status quo management we have now.

Reinforcing the need to discuss and challenge the department's current ways of working is a primary concern of many especially with their impacts on decision making and innovation experimentation.

> For me it's not about the decisions its about the relationships we have as teams and the discussion and communication that takes place prior to making decisions that's important.

Level 2: Individuals: Management understanding

After further analysis management understanding of innovation became evident especially the need for creativity to be nurtured and even supported directly if required.

> Improving the take up of innovation and the generation of ideas you need "outside the box thinkers" especially within the programmes supporting Team based innovation.

Acknowledging some individuals fear innovation and change is another challenge identified. This is an area where managers and team workers can work together to deliver innovation as a team with a shared understanding of what they need to do to innovate.

> : I recognise and understand the fear. But it is overcome by commitment to the team. Leaving people in limbo is just not on.

Even the challenges of virtual team creation in support of functional unit innovation could be harnessed as an alternative to traditional team dynamic innovation delivery.

> Moving away from the existing team structure to move to a virtual team structure focussing on supporting Functional Units to implement the changes.

Level 2: Middle management and staff

From the evidence collated and analysed challenges remain within management decision making and support, the time pressures on middle managers and overall understanding weaknesses.

> Supportive management is very important. Indeed, they may ask for new ideas and encourage people to come forward if they can see that improvements can/must be made. If this is the case, people feel comfortable to make suggestions, especially if they don't have to worry about taking time out to consider possible improvements. If people are given the opportunity to contribute they should use it.

Current plans to modernise DEPT C to enable management to be more supportive to staff issues and wellbeing have been observed. Improved management support mechanisms seem to be perceived as having various levels of success though and more targeted at improving slow public services rather than innovation.

What DEPT C is perceived to need follows the following comments -

> An innovative minded manager, more flexibility in what I can do to improve delivery by trying "stuff" without being negatively judged if things do not go to plan.

It looks simple for some but in reality it is not.

From the comments it is not clear who should be encouraged to innovate as some still experience change and therefore perceive innovation to be something that is "done" to them and not something they should participate and engage with.

Some managers do not encourage innovation due to competing priorities and time constraints.
You asked for it! - I think it is the front line officers / users identifying faults/suggesting improvements which will benefit the DEPT C and customers

However it is almost universally evident that middle managers although currently acting as a potential blocker to internal innovation generation must be viewed as a vital part of any re-engagement and team based innovation drive.

When providing feedback, managers must not discourage those who put forward ideas. People must not be put off when this happens and they should think about the feedback received and see if they can come up with alternatives – Competing priorities, cost/time constraints and poor handling of feedback.

However it must be acknowledged that currently such middle management across the UKs public services are under a great deal of pressure just to "keep the lights on" for service delivery. Innovation appears to be the last thing on their minds.

Level 2: Change Culture: Management: Questioning Management

Concerns are evident from the data about the current delivery only culture underpinning public service Middle managers

Staff engagement is extremely low with managers keeping the lights on.

Planning limitations and poor expectation management is used to criticise current management practices.

I don't mean this as a comment for my line manager, but we need more about our general planning and leadership expectations to support innovation.
Criticising processes can be viewed by managers as negative behaviour. The culture needs to change so that those who can see problems are encouraged to come forward.

Many within the analysis were critical about the negative role current line management processes appears to play in dampening and even discouraging innovative ideas.

Level 2: Understanding innovations impact

Also participants proved critical about middle managers understanding of the impact of innovation. Management comments displayed a great deal of individual disillusionment and even a limited understanding of why innovation is important to the future of DEPT C.

What does it matter if we innovate? (observation)
Business as usual means more of the same rather than challenging what we do.
A case in point is the recent recruitment exercise. In many ways, it was an innovative approach which helped the process but had a negative impact on many who participated in the process. Innovation and creativity should always have a focus on the people delivering and the customers involved. Innovation which is detached such as this can mean the generation of little support for future innovation approaches.

It is likely that middle management are suffering the same increase in apathy faced by employees but with the added burden of decision making for achieving daily team target delivery.

> The ability to innovate appears very “sticky” to change and very reliant on others providing the process and the plan.

Again innovation is seen often by managers as not their responsibility. They receive processes and plans rather than take responsibility for nurturing or delivery of innovation.

Some even do not feel they have responsibility for challenging errors in process or even trying to correct them without escalating through their management chain.

> but sometimes if things aren’t put right or identified early enough as not working has a negative effect on how as a department we are viewed by the general public.

This delays decision making and even reduces the impact of quick resolution of problems at a local level. With compounded communication issues the diffusion of best practice through the management chain also appears to be very limited.

Level 1: Idea Development: innovation progress

A key managerial issue is the support and skills needed to support innovation development and monitor progress.

Everywhere appears to be the same in pockets, with sporadic imposed changes leading to Continuous innovation and little true innovation.

Many identify the opportunities best practice diffusion of trialled and tested innovation could have on similar processes efficiency in differing business areas. This could support the wider encouragement of innovation take up in DEPT C.

I hate to burst your optimistic bubble I'm sitting here thinking back through my first week back and I'm struggling to think of any examples of innovation.

Little innovation however appears truly visible to all managers and teams. Therefore cross over skills transfer is just not happening. However things are changing in new ways so wider strategic innovation is beginning to take root.

Things are starting to change in Organisation Transformation and I suppose I could even describe this as innovation.
We seem to innovate from changes in process rather than from infrastructure”

However again, innovation for some seems restricted to processes with little infrastructure innovation publicised or seen in day to day delivery work.

Level 2: Idea Generation and testing (Innovation Knowledge and Impact)

Knowledge about the business processes and infrastructure is crucial to successful innovation implementation. Know the job and steer the new idea.

Again knowledge can be theoretical rather than just practical but some still feel that anyone responsible for innovating must know the end to end process implicitly before even attempting to innovate.

> Innovation in DEPT C, in my opinion, is the process whereby any individual can raise ideas for positive change and have them adopted for wider use to the benefit of all. At least, that is the theory.

This is not always a full necessity. The right flexible environment with free flowing ideas and a no blame culture along with supportive management can be just as effective when innovation.

> Changes can be difficult to introduce so getting people involved in the improvements will really help changes to be accepted – Create the right environment.

Freedom to question and try new ideas appears the key to success for many..

> but there are good examples that we try new ways of working and are free to suggest the same

Level 2: Idea Transparency: Public & Media Perception

Idea transparency is a crucial feature of innovation. This fundamental principle enables sub-ideas and problem statements to be developed in differing but similar business areas but only if they are effectively communicated. Many positive useful ideas capable of generating innovations have gone nowhere due to poor networking channels.

We were recently asked about things that we would like in order to improve our working environment (I believe that some cash became available) – I know that there were numerous suggestions (some were my own)
I also feel that a lot of good ideas go un heard

Again maverick thinkers can contribute to challenging current networking mechanisms.

Improving the take up of innovation and the generation of ideas you need “outside the box thinkers” especially within the programmes supporting Team based innovation.

Workarounds and other make do and mend processes of the past where manual processes were used to deliver are now a thing of the past. Such activities due to austerity measures no longer have the budgets or exploitable human resources for them to work.

> I often wonder what would be said if it became public knowledge that we have made do or have done nothing at all when any business worth it's salt would have taken advantage of clear opportunities.

Such business practices in the private sector would not be tolerated as innovation would be expected to add to company profits not just to maintain legislative delivery. The generation and exploitation of innovative ideas have to now be harnessed to meet the performance targets and budget restrictions of the future. Given political pressure there appears to be little to no wriggle room left. However re-engagement in effective innovation may provide the development time in the public sector to be harnessed to challenge these pressures for effective service delivery change.

Slow Roll-out (senior management Responses)

As stated in earlier propositions, size, bureaucratic and management decision making inertia and budgetary limitations all contribute to the slow roll out of innovative ideas to delivery.

> I believe it is the size of the DEPT C that is an issue with change. The big lumbering dinosaur that can only **move slowly**.

Iterative and incremental delivery at least in its early take up phase appears significantly slower for change and innovation than current end to end change.

> Every change appears very slow. I appreciate iterative and incremental but this is ridiculous.

However once embedded, in agile or iterative processes certainly have the real potential for delivering innovation in a speed manner with all of the reliability of previous delivery methodologies.

However SMT interventions and escalating decisions all appear to play their part in slowing current project progress. Pressure to “get it right first time” appears so strong that innovative activities within their governance frameworks often suffer from significant time delays.

> The only innovation that I have been involved with this year relates to making our interaction with customers smoother. However, it was not taken up. The reason given was that the assessors of my idea had not heard of the form concerned! Further research suggested that the idea would not have been adopted (yet) as there is currently a review underway which may have a direct impact upon my issue.
> I have seen the introduction of "New System". Whoever had this idea managed to save our customers a lot of time and give them more certainty in their dealings with DEPT C.

Level 1: Risk aversion: communications & publicity:

Slow to change: Managing Change

For many, Government change has always been slow. However many are starting to become critical about the extremely slow nature of public sector change and innovation. Risk appears to be seen as a bad thing which should be avoided in public service delivery. The comments evidence points to this very point.

Change and its impacts appears very very slow, no risk assessed, and nothing radical …god forbid.

A full range of views can be deduced from the evidence.

a bit slow on reporting the good work
I would have to answer that I DON'T KNOW how we can innovate, but I would imagine that our real customers (individuals and businesses) would see our services as slow to adapt.

From slow communications which lack transparency through to no evident innovation being considered to become engaged with. Doing nothing is utilised regularly as the ultimate risk-averse behaviour.

Not a lot for me this week
There appears to be no dynamics in action.
Not a great deal appears to be happening in innovation at all

Change as a driver for modernisation appears to have relegated innovation to an almost non-existent or visible state in DEPT C. Therefore allowing for existing governance and over cautious behaviours adopting new processes seems to have for public servants, it is not surprising that such delivery exploitation is viewed as risky and therefore carried out very slowly.

Change appears now to be the focus with innovation on the “back burner” with change on slow slow mode.
genuine intentions on the part of DEPT C to take on board feedback and suggestions but the pace at which it is able to change is rather slow.

The positive feature of taking on feedback appears somewhat diluted by the slow nature of the innovation delivery in the first place.

Level 2: Too Busy to Innovate

Again evidence of time constraints acting as potential barriers to innovation surfaced in the analysis.

Given Time to innovate would contribute
Mainly time pressures,
time is the only true inhibitor as we wait for non-believers to catch-up and engage
and time constraints.

From the comments it appears that time impacts are significant across all grades and business areas.

Mainly time pressures, crazy workloads and under resourcing.
Too much else to do!
crazy workloads

If time was planned into employees delivery days and workloads were adjusted for those dedicating some of their time to innovation, a suitable creative team environment for innovation may be embedded into daily working pressures. However other internal postal and communication delays have to be taken into account also.

but the main obstacle to getting ideas onto paper is lack of time.

Some processes by still relying partially upon manual based paper documentation appears to be having significant impacts upon individual's and team's innovation time. However on a more positive note, by striving to introduce scanning and more electronic documentation exploitation, this issue could soon be a barrier of the past.

> Pressure of targets, deadlines, management all affect my time, with little free time to consider other areas of innovation to improve DEPT C as an employer or business.

So the combined time pressures and contracting resources must all be seen as contributing factors. However electronic "innovation" led solutions being implemented over the next 5 years appear to be supplying standardised solutions to these delays.

Level 2: Control over Future

The ability to forecast where innovation is needed and beneficial initiatives are exploitable is a secondary concern raised by many. Akin to planning it questions DEPT C's ability to be adaptable to threats and risks to meet the innovation challenges of the future.

> The ability to adapt using a new or different thought process compared to what has come before. Foresight in looking ahead to evaluate threat, our work, how we work, change and environment that causes these.

By suggesting collaborative working across public services, a way for government to meet these challenges, while sharing the security and delivery risks from such innovative ventures, may be viable.

> Increased collaborative working and a growing belief that positive change is coming

Minimising the burden of innovation with private partnerships could tackle this planning issue freeing up resources to innovate more.

> Future Ideas where treating an employer more as a delivery partner we can shift responsibility from both DEPT C and the employee and consider a **partnership based solution** with an employer. This is balanced by ensuring minimum burden for the employer, the process kept simple and benefits understood by all parties.

Proposition 5: Nine point Lens Analysis

Space – **Physical layout of the places**

No evidence from analysis

Actor - **Range of people involved**

Existing civil servants move for a number of reasons as stated. Evidence shows promotion, Cross Skilling and Cross department development including innovation or change delivery as key supporting reasons for a range of people potentially expected to add value to any innovation framework.

Activity - **A set of related activities that occur**

Innovation in some departments is treated as a specialist activity limiting the scope of engagement all staff and management have in their **daily workload.** This is counter to current theory on team focused innovation and the desire of policymakers to change innovation from an induced done to process to a self-generating process across all public services.

Object - **Physical things that are present**

No evidence from analysis

Act - **Single actions people undertake**

New technological developments such as digital delivery streams are opening up the opportunities for old delivery channels to adopt new and pseudo-new status

where skills developments are concerned. Bringing in both existing civil servants with needed skills sets and new private sector individuals has the potential to rejuvenate existing innovative practices as well as generating new innovative ideas. The barriers in place to this lie with management restricting opportunities for innovation to be piloted and not operating a blame free culture to failure. Failures should be treated just as importantly as successes. These are important learning points and can be just as valuable as positive success only delivery.

Event – **Activities that people carry out**

New recruits are often brought in for certain key activities. Sadly for many these are only delivery focused and neglect innovation opportunities and the innovating skills individuals can bring, such as a fresh pair of eyes, on existing processes etc.

Time - **The sequencing of events that occur**

Movement between departments has been significantly restricted especially over the last two decades. This has been primarily due to the managing of surplus workforce headcounts and reducing public sector numbers in the UK without mass redundancies or layoffs. This has had a significant impact on career aspirations, promotion opportunities and staff morale. Engaging existing UK public servants in innovation has over the years diminished as goodwill diminishes. True innovation without reward and recognition is extremely difficult to justify to many public servants who perceive innovation as threats to their livelihoods. Innovation with the “them and us” culture creation can also be seen as a driver for increasing skills gaps. As seen from the evidence and academic research external entrants can sometimes just crowd out the internal staff in the innovation idea space. This is especially the case where current employees do not have the up to date skills to exploit these new innovative opportunities. Therefore new recruits that have previous public service experience view fast follower behaviour as sensible job securing behaviour, not only from an innovation generation point of view. The fast following behaviour can also be seen as a good strategy for overcoming career limitations as well as freeing up barriers to reward and recognition activities.

Goal - Targets to accomplish

No evidence from analysis

Feeling - **Emotions felt and expressed**

Level 3: Relationship with existing innovation schemes

Poor service delivery,

> I'm aware we had some problems with Outlook when you submitted your idea, meaning our automated acknowledgement email service worked intermittently. I understand that you brought this to our attention via Community forum and that the scheme team provided you with email updates of the progress of your own idea

Time pressures for evaluating scheme submitted ideas

> We've set ourselves a challenging 100% target for providing timely feedback and we are working hard to achieve this. I do appreciate at times it can look like ideas being put on hold, but there is a lot of evaluation and implementation work going on behind the scenes, with some ideas taking longer than others to evaluate. However, the visual approach adopted seems to be working, as it allows people to check how their ideas are progressing.

With some even relying upon LEAN methodology to meet future efficiency needs.

> We will continue to deliver a large part of our change through Lean and importantly this technique will support both top-down and bottom-up change.

Innovation for some is something far off their radar.

Barriers Identified from Evidence

B3 Definition of Innovation (Internal and external)

B4 Interaction and dichotomy with internal innovation schemes and other initiatives

C1 Risk (Internal and external)

C2 Innovation Progress (Monitoring success etc.)

E1 Staff Perception (value, worth, professionalism etc.) (Linked to B3)

E2 Dynamic Innovation Processes

4.11. Proposition 6: Superior performance with incremental productivity and efficiency growth will enhance the introduction of radical pioneering outcome based approaches particularly within robust managed team environment.

Lack of flexibility to innovate and limited IT for innovation support

Level 1: Radical pioneering outcomes (Level 3 Findings in APPENDIX 2 Page 576)**.**

The lack of comments and observations around Radical innovation easily reflects current theorising concerning the risk averse embedded culture within public services.

Level 2: User and Customer functionality in systems

From the evidence it is clear to say that the better the performance initially then the better chance incremental productivity reached by tried and tested steps will increase the confidence of investors, stakeholders and decision makers in both the private sector and within the public sector.

A small firm would either see what was needed to function, or ask, "what do you need?" But this is not the case for DEPT C. Examples, from my low perspective, are the System A. Brought in and awful. Functional but not user functional. No small firm would do something like that, not one that was profitable and professional
Another example would be the phone system. As soon as I heard of it, I thought, why do we need a telephone? The telephone unit is no longer needed as can be keyed in on screen, and a headset with all it's cost benefits and two free hands typing efficiency, were likely not even thought of. Perhaps

> again IT changes to the system were too expensive, but I find that hard to believe

This confidence and the security of improving growth will most definitely reduce any risk aversion leading to the likelihood of pioneering or radical innovation to be adopted as the next stage of change activities. Also evidence points to the need for more innovative freedom and better IT tools to allow true innovation to become embedded in day to day work.

> More time, freedom and better IT equipment would help, plus easier and better intranet access and sites.

Level 2: Trust in the Senior Management Team

At the beginning of this study trust in SMT appeared relatively low.

> There is a distinct lack of trust in senior management

With the introduction of greater earned trusted, any management team needs to display robustness to manage potential risks from innovation activity as well as enabling them to react positively to potential crises, making decision with confidence. This has significantly increased by observation.

Management certainly sound more confident about innovating-

> “Is change inevitable? Can we stand still?” I think it is inevitable – and I agree with you, we must trust our staff to do their jobs and be able to make decisions, especially about their own work.

Sometimes this however leads to over-confidence and higher risks are taken than would be prudent to take. This brings in a whole theoretical underpinning behind adverse selection which is beyond the scope of this study.

IT systems reliability appears to bring into question DEPT C’s SMT commitment to innovation.

> “if we have problems keeping the lights on. How can we innovate?”

> But a lot of those 'systems' don't always do the job that's required causing frustration to those in the front line who know what they need.....

Many public sector senior management teams want to make their mark on the organisation they manage. Such directed change or innovation can therefore induce fear in the employees who have to implement such innovation.

> We seem afraid however to trust our operational managers to do that and that fear is crippling all of us.

In the Private sector, as success builds upon success, so managers are more willing to take risks for the reward. Public sector senior managers can also replicate this behaviour in their handling of departmental change. That is how reputations are formed. However within the public sector, like that found in the UK, this reputation

protecting behaviour, until recent years especially Senior Civil Service, has not often been displayed. Traditionally in public service it is perceived that actual failure rarely results in any action that enables management at any grade to be removed from managerial duties. But as guardians of the public purse, it is their responsibility not to take risks. This appears to have led many to believe that public service should be operated on a no risk basis.

This has the effect in the public Services of making target delivery adopt the same role as profit maximisation in the private sector. Risky innovation decisions are put to one side so that delivery only is facilitated: reducing innovation to insignificant levels. This has the affect of developing a culture of significant barriers to innovation being replicated at differing levels of management within any bureaucracy. The middle to low level delivery managers with their tight targeting therefore have the most impact on barring innovative activity. It is in their interest to deliver targets with current but improving processes.

This potential barrier to innovation can however be tacked in a number of ways as the following comment covers.

> This can be solved by providing more freedom of action, more trust, more mutual understanding within the overall intent of our leaders?

Level 1: Actions as an Employer (Trust issues and Responsible Employer Perception

This theme quickly expanded to cover issues concerning the behaviour of trusted employees responding to employer's behaviours as restricting innovation.

Level 2: Trusted Employer? Responsive Employer Behaviour

It is evident from this that employees now believe that DEPT C as their employer is listening to their concerns regarding innovation as well as their ideas and suggestions. This has to be viewed as an extremely positive indication of movement towards an innovative organisation.

Whether they then act on the suggestions is another matter.
but I think that the department is now listening to suggestions from it's employees. After all, it is us doing the job.

Level 1: Stability perceived as needed

Stability discussions moved quickly on to its link to managing change and the risks to innovation.

Level 2: Stability needed and Managing and Behaviour Change

Stability is seen from the evidence as essential to any innovative process

I think you need a certain stability of organisation, leadership, infrastructure and business purpose to recover the business benefit from any innovation.

However middle management behaviours appear to be as problematic where supporting and making decisions about innovating are concerned.

It appears that without senior steer, low level management revert to type & bureaucratic culture.
Allowing inert structures, behaviours and processes to continue in their safe way.
Changes to the management structure. How do we adapt to this. The changes at the top - what do these new people want from us and how will this change the way we work?

Managers and staff rely on a steer from the SMT to drive innovation forward. **Does this mean Middle Management has lost its decision making abilities and therefore are no longer feeling empowered to make innovative decisions?**

Level 1: Lack of Influence (New Embedding Organisation: Poor Internal Reporting and Poor Governance)

Individual influence over their own actions and decisions within public services must remain questionable as directed management appears still to dominate much of the UK's public services as it did 70 years ago.

Level 2: Lack of Influence and Poor Reporting & Governance

With many feeling that they have little to no influence over their work it cannot come as a shock that this has led to a great deal of frustration especially where innovative ideas are concerned.

More worryingly does external interaction with teams and with stakeholders and planners actually influence the course of the Civil Service Innovation implementation policies or is it like steering the Titanic?
no influence at a grass roots level
As for developing influence, there appears to be a hardcore will to innovate which must be viewed as a positive.

Despite this lack of influence from the analysis it shows that a significant number still wish to engage in innovation. A positive factor which can if developed lead to a more engaged workforce.

However such lack of influence appears to have a negative impact on the accuracy of reporting. Quality of monitoring and reporting innovation can be significantly impacted by the "Why Bother?" behaviours identified within this study. The following comment raises this very concern.

> This can and does lead to incorrect reporting and incomplete governance. If we are to truly innovate to a successful and efficient future this attitude needs to change.

Level 1: Bureaucracy (Political pressures, Nature of public service work and Innovation bureaucracy)

As seen in proposition 1 Bureaucratic pressures can have a negative impact upon delivery time. However they can also lead to positive support depending upon how they are managed.

Level 2: Innovation Bureaucracy

> I have tracked the idea and note that an assortment of individuals have looked at it but not understood it

Audit trails can significantly assist innovative governance to speed up as well as supplying confidence to any budget accounting. However, too much bureaucratic "red tape" can significantly dampen innovation to the point of inactivity.

> Across the wider DEPT C - too much bureaucracy. A colleague made a suggestion via the scheme channel and got nowhere with his proposal. Very disappointing.

Level 1: Culture Challenge (No Blame, Freedom to Fail and Wider Behaviour Change)

Almost universally throughout the whole period of the study, the need for a no blame culture to support innovation was observed.

> We need a non-judgemental learning culture that understands our current jobs, roles and delivery goals and the resources to do it.

From the evidence this appears essential to negate the risk aversion of the public sector culture and managers. Fear of making mistakes is high with many public servants and accountability has to be maintained. However innovation does involve risk, some which can be viewed as significant, depending upon the expected returns, so risk has to be managed internally some way to encourage public servants to be less risk averse.

> I can change things, but if I get it wrong, I would be held accountable. Which is understandable, but it's easier to just do nothing, and do it as does everyone else. I could send E-Mail after E-Mail, which might get passed from here to there… Or I could just do it, and no one would know.

What DEPT C do not need is unregulated maverick implementation of innovation. That if unchecked would significantly increase the risk exposure of public sector innovation rather than controlling it by careful management.

Level 2: No Blame culture? Reluctance to comment on views or get involved and Organisation Culture and structure

Secondary analysed themes again concentrated upon the lack of a blame culture but opened up the concerns how, given DEPT C culture, can innovation be managed given the size of the organisation as well as identifying the evident reluctance to innovate being down to this culture too.

I believe we now have a no blame culture within the department
Blame culture?
Once a course is set no matter how you influence or even alter the rudder the organisation is too big and set in its culture to alter its course.
This reluctance to innovate appears to be part of our culture.

Fear of negative impacts on careers, performance markings and increased risks from just engaging in innovation activities appear to suppress staff motivation and adds significantly to their embedded risk aversion as public servants.

Level 2: Resource pressures

Innovation is no different to the concerns regarding wider public services being under resourced and having to compete with other government priorities such as Health provision etc.

and under resourcing.
due to competing priorities

Level 2: Masses of Information but no easy way of using it for innovative purposes

There is far too much information out there with no logical process to easily find what you are looking for.

Growing information costs and pressures are both adding to the pressure to innovate as well as creating technical barriers to innovation being used to resolve these evident problems.

Level 1: Performance Innovation (Importance of Incremental and Small Innovation)

At my level, things like printer re fresh and pc upgrades are great things to see being carried out.
Think about it from customers' viewpoint
Performance Hub which will provide an escalation route between performance hubs
competitive tendering could be said to be innovative

Incremental innovation appears popular as it would meet the governments and customers' needs for an unbroken service. Also strategic as well as operational performance innovations can be delivered. The lack of an incremental approach from the evidence appears to increase the risks of delivery failure and risk aversion meaning the chances of innovation being generated could be significantly diminished.

Proposition 6: Nine point Lens Analysis

Space – **Physical layout of the places**

No evidence from analysis

Actor - **Range of people involved**

There is a need for active trained managers who understand innovation and are confident that they have the support of their immediate management trail up to and including the board to attempt pilots of innovation that can lead to real improvements. These managers have to be confident to **manage, innovate and inspire innovation** with the support of their team.

> Teams working together to develop solutions to problems that we face, either on a daily basis in our own workplace, or as part of a project team introducing something at a macro level that has wider benefits outside the team.

Activity - **A set of related activities that occur**

A key barrier to this management confidence is the lack of existing performance efficiency and lack of efficiency drivers with no profit motives. Activities reflect the target driven goals and little more.

Assessment of efficiency and innovation
We continue to expand our online services. We have also mandated the online channel for "full range of business" and submissions are now online We are exploiting internal and external data to give us a much richer understanding of our customer base

Web address:https://www.gov.uk/government/organisations/cabinet-office/series/departmental-improvement-plans

Publication date: June 2013

Object - **Physical things that are present**

No evidence from analysis

Act - **Single actions people undertake**

As seen in Chapter 2 theory does exist supporting the proposition that significant benefit to performance and growth can be gained from Senior Management and Board level CDIO championing of innovation within restructuring organisations. Akin to this proposition but not a mutual need, such championing can reinforce such a view especially where a public service organisation is concerned.

Event – **Activities that people carry out**

Proposition 6: No evidence from analysis

Time - **The sequencing of events that occur**

Much of the theory behind this proposition lies within confidence and decision making. However since 2008 we have seen increased risks in the UK of public sector job cuts, limited rewards and recognition, significant pay freezes and an increase of safe delivery of targets strategies impact heavily on the assumptions underpinning this proposition. Stable public sector performance and growth has been difficult to maintain meaning barriers to Radical or "**outside the box**" innovation has significantly strengthened.

I think innovation in DEPT C is ways to do things better, in respect of time, cost, and improved quality and experience for our customers. Innovation can be one of these or cover them all. It's about coming up with ideas outside the box and not be stereo typed by procedures and the 'way we use to do' mentality

Goal - Targets to accomplish

Clear goals within this proposition have often been perceived as divergent. Goals to deliver set targets are often at odds with the policy goals of exploiting radical innovation and growing social media trends. The discourse between management being driven by KPIs only while underperforming and stopping risky radical, but much needed technological or process innovation has left in place multiple layers of management barriers acting as breaks on performance and efficient public service delivery.

Feeling - **Emotions felt and expressed**

No evidence from analysis

Barriers Identified from Evidence

A1 Organisation, Culture and Structure

C1 Risk (Internal and external)

F1 Management and Change Behaviour

4.12. Proposition 7: Government systems faced with moderate risky entry barriers will develop more pioneering output based products than would those in a sector with either low- or very high-entry barriers.

Risk Aversion (Level 3 Findings in APPENDIX 2 Page 576)**.**

As stated with the historical internal perception of being responsible as well as providing the governance for prudent spending the public purse, all levels of public service have maintained risk aversion despite theoretical, methodological and political change. The UK National and to some extent local public sector is a major example of this post-colonial, welfare state model within the wider Western Political systems based approach. However risk aversion does not exclude all risk and under external change pressures have been seen especially in the last four decades, as a variety of risk managed change approaches and doctrine adoptions. It is clear from this evidence that internal Government systems when engaged in managing moderate risk entry barriers for technology or process re-engineering etc. see decision making as well as external support inertia to innovate significantly reduce especially when significant delivery or cost saving benefits are central to the drivers goal assumptions.

Innovation Inertia & Risk	
Low barriers	**High Barriers**
Low risk can make management complacent with investment decisions concerning innovation. Can be too freely adopted.	High risk can make management fearful of implementing innovation. They stick with what is stable.
It can induce a “why bother” attitude in the organisation as there are little or no consequences from no action or no innovation.	External barriers can become strengthened due to political reputation threats from high risk failures.
Low risk can allow management decision making to adopt the other extreme by encouraging delay again due to no consequences.	High risk can become over managed so the fear of all risk becomes the norm and risk aversion reinforced.

TABLE 12 INNOVATION INERTIA & RISK

Overcoming these depends heavily upon the management risk profile of the organisation especially at its internal core delivery system and at its external policy inducing system. For revenue generating public service organisations there is always a great deal of political interest in its goal delivery and its internal revenue generation barriers.

Level 2: Political Pressure

External political pressure with its tendency to support the status quo in delivery must be viewed as a significant brake upon innovation. However if the political driver is geared to support innovation policy, the opposite can be a positive contribution to public sector change especially supporting innovation as a way of guaranteeing non-failure of a policy.

Project professionals realised that the failure of a project that has been governed correctly is sometimes unavoidable but the stakes are sometimes so high due to the political aspects of the department that even bad projects are not allowed to fail.

At the other extreme are the direct service, cultural or arts based public services with inertia barriers still in place on their funding streams and cost governance but little risk to core fiscal or treasury functions in their delivery risk of failure.

Level 2: Freedom to fail

However I think changes suggested on forms etc are considered and some are adopted but there appears to be multiple ‘devils advocates’ who restrict the ‘freedom to fail’ ethos.
I am not sure about the “freedom to fail” statement

Freedom to fail must be viewed as only a guideline. Small failures that have limited cost implications will be tolerated by political masters and add to the creation of a No Blame Culture as identified in Proposition2 and 5.

From the evidence a lack of a freedom to fail is also impacting upon management's capability to make decisions.

Failure of a project is always regarded as failure of the individual and leads to a lack of responsibility for the making of decisions and the attempt to apportion blame on others.

Level 2: Invest to benefit

Although appearing to be a growing rarity some internal initiatives are still being implemented through investing to benefit such as commercial arrangements with Small and Medium enterprises (SME) to both innovate and promote SME business links with government.

I would have said 'rarely' previously, but with the new ideas being implemented through "internal initiatives", I can see, albeit slight, changes being made based on user suggestion
I am undecided on this one. I don't think we adopt every idea no matter what I think there is a selection process.

However from the comments it appears that innovations adopted are still relatively small with limited internal impact even from these commercial arrangements.

Such proposed investment spends often have significant gearing up profiles in business cases. However even these business benefits are not enough for limited funds to be re-invested especially under an austerity culture.

> What I mean is that, if a business case shows that spending a quid could save or bring in yield worth ten times the initial outlay, we must have a process to give them due consideration.

Time constraints and total cost of innovation appear to be having a major negative impact upon any Return on Investment innovation justification.

> Not all ideas can be implemented as some things may be too costly or take too much time to implement; there is always a need to weigh up the cost against the potential benefits.

With public sector investment decisions, heavy on governance and external audit control combined with external austerity pressures, often reinvestment of savings decisions appear overlooked or relegated down the decision pecking order.

Plan (Honesty of Management)

Level 2: Honesty in meeting intentions

The building and maintaining of trust is crucial to innovation. Almost as important targeted investment funding and talent. Management who do not live up to their innovation promises often fail to re-engage their staff in future innovation initiatives.

> To say that we can't do things because we do not have money is not acceptable if there is clear evidence that we will be well into pocket within a reasonable period of time

From their experiences the participants clearly feel that DEPT C has to still meet the challenges to exploit innovation as well as honestly free up savings for re-investment to further increase potential benefits both in productivity and to meet austerity financial targets.

> not actually meeting the challenges

Austerity Impact

Evidence on austerity impacts pointed towards many diverse themes including Wasted Funds, Better use of Resources, Skills gaps and Wasted Time.

Level 2: Promotion,

Across the UK public services career advancements appear from observation to be restarting, freeing up development opportunities to promote innovation after many years of restrictions and inertia. These have added to the sense of increasing professionalism by acknowledging their concerns regarding rewards and recognition. However the "double edge" meaning to these findings is also the increasing pace of staff reductions. Individuals who want to advance their careers engage actively in innovative activities while facing the fear of "surplus" or reduction status.

I was asked to be an 'independent' in one of the current sifting exercises – and I think because there haven't been that many promotion opportunities in recent years
Although I must point out that there have been staff reductions

This situation for many is a difficult situation to reconcile. Many want to contribute but face the negativity of the "why bother" attitude experienced by a sizeable minority of public sector workers since 2008. Clearly something has to be done to redress this contradiction in attitudes and behaviours faced by many.

Level 2: Impacts on resources and skills

Many see skills improvement as a way out of the previous conundrum of the impacts of career inertia on innovation activity. By developing collaborative and active innovation skills the evidence supports the view that most still want to support their business customers and citizens by developing professionally experienced. Some even identified competition as a positive driver for their engagement in internal innovation. This is an ethos which often is seen as counter to the concepts underpinning public service.

> Re skills and desires, Yes, absolutely. By smart working and in collaboration with our business customers and suppliers we can and will do more great things. Its already part of our jobs to look for better ways of supporting our business customers and the citizen. It tends to happen naturally anyway. The process to harness that, now we have competition and loss of exclusivity gives us an excellent opportunity. But then I would say that wouldn't I :-)

Austerity and the need for collaborative partnerships may have actually blurred the edges between private and public sector innovation. Time and further research will tell.

Proposition 7: Nine point Lens Analysis

Space – Physical layout of the places

No evidence from analysis

Actor - Range of people involved

Public sector employees without exposure to profit motive or the risk of failure consequences on their jobs, rely upon goal targets and benefits generation as pseudo cash profits. If manageable risks are introduced into their internal system it can be difficult to see what their incentive to manage these risks could be. However reward, recognition or restructuring change with potential positive outcomes for the teams involved and individuals can all have a significant impact upon innovation behaviour by encouraging them to engage in innovation. However evidence shows that for many years' public sector management and politicians have failed to deliver these benefit leads to any great extent.

Activity - A set of related activities that occur

The success of this proposition depends upon the internal and external systems relationship, the complexity of their interactions and also the freedom for internal barriers to be tackled to deliver real beneficial innovation by internal public sector management. DEPT C are strategic innovators but at a tactical or operational level, innovation appears to only now beginning to be explored.

Innovation? At a strategic level, yes The IT gateway is innovative as it now includes market competition.

But daily working practices and the organisation, no It is as if we are waiting for something happen or to change but not necessarily for the better.

Object - **Physical things that are present**

No evidence from analysis

Act - **Single actions people undertake**

This proposition depends heavily on the innovation behaviour of low or middle management and their active engagement in supporting idea generation, piloting, verifying and implementing micro-level innovation changes. This barrier from the evidence is one of the most significant barriers to public sector innovation and has been for decades.

Event – **Activities that people carry out**

No evidence from analysis

Time - **The sequencing of events that occur**

The significant barriers to this proposition appear to impact on any innovation journey at a number of fundamental levels. Firstly at the idea generation stage by discouraging people to challenge current practices, secondly at the team piloting and testing of concepts due to pressures to deliver current targets and goals with the stable low risk technology and improved processes already in place and thirdly in the implementing of risk managed innovation by adding levels of governance and bureaucracy that are at sub-optimal levels so to minimise risks to extremely low levels for public sector delivery tolerances

Goal - **Targets to accomplish**

Innovation targets will always be lower than day to day delivery targets for much of the public sector internal systems. Pressures to deliver more with fewer resources appear to have created a siege mentality in some management levels reinforcing their fear of innovation as a disruptive force to daily business rather than a benefits driver.

Feeling - **Emotions felt and expressed**

Frustration, Frustration and Frustration is massively evident. However universal encouragement for communicating issues, supporting effective risk management and team based sharing of innovation pressures to relieve such emotions, seems only intermittent across the organisation.

Level 2: Frustration

> After a year and the merger the service was turned off. This dented my enthusiasm.

Staff accept that change is needed and real benefits can be gained from managing what risks we come up against. They feel training, reward and recognition would certainly improve their abilities to deliver and implement such innovation in the externally politically driven timescales.

Barriers Identified from Evidence

C1 Risk (Internal and external)

G4 Funding and Resources (Internal and external)

(Public purse, treasury, PFI etc.)

4.13. Proposition 8: In Government where technological innovation is relatively static, or refreshed only on a contract basis different participating bureaucracies are less likely to develop multiple stands of innovation.

Innovation Sponsorship

Innovation Sponsors

In the Post World War 2 period and especially in the creation of the Welfare state in the UK, Government saw the exploitation of Information Technology as big systems to resolve the issues of mass data and national public service delivery. As technology improved and desk top IT became the norm the 1980s saw the rollout of multiple systems approaches to deliver specific silos of government. Once stable this was seen as the best way to deliver an ever changing public service demand.

However stability can also be viewed as a curse for this period of change in the UK with underinvestment in keeping the systems up to date and the desire to innovate further low down on the political agenda. Technology has been used primarily to enhance public service target delivery rather than challenge how it was fundamentally delivered. However many static systems although not subject to innovation processes have benefited from Continuous Improvement practices, Business Process Re-engineering as well as “imitation” new system developments, where multiple systems are linked to deliver an enhanced public service capability.

Many view DEPT C as such a static innovator, borrowing to innovate.

> It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.

With the last decade of the 20th Century although Government technological Innovation continued to remain relatively static, Policymakers began to realise that efficiency and performance improvements would be needed to meet the immediate challenges of inefficient public service delivery in the UK. KAISEN and LEAN industrialisation Continuous Improvement (CI) methods became the norm. DEPT C appears to have the support of their staff to evolve into an Action Innovator but current CI has confused matters.

> Innovation in action can go much further. Our dealings with customers and helping them meet their obligations are changing for the better as assortments of innovative new systems are developed. **New…Yes but could be CI.**

CI became the norm across all of the UKs public services coupled with "purchase to Innovate" total IT system replacement as a replacement for internal innovation. Without engaging in radical innovation, many staff and management in DEPT C still hold the view that despite austerity measures and reducing technology budgets implementing innovative new systems is the best way forward to meet the efficiency demands of the future. This lack of commercial reality is something that is persistent as a barrier to the embedding of a viable innovation generation and exploitation culture.

Commercial awareness education and market shadowing could be a way forward to tackling this deep rooted and serious problem.

Level 2: External Innovation

Many staff understand how innovation can lead to real savings that could be cost neutral or even add to a “pseudo-profit” that could be used to “invest to benefit” DEPT C or the wider public sector as per proposition 7.

> Externally-provided innovation doesn’t have to Involve additional cost – it can actually save money “PC on a stick” would be a good example

Akin to the Technological innovation concentrating upon the “purchase to innovate” agenda of policymakers only hitting the brakes with the Banking Crisis of 2008, small levels of invest to benefit initiatives could concentrate further upon key business delivery fields to add “seed” investment for key innovation activities.

Level 1: Technological Innovation (Technological Innovation split from Process Innovation, Special Innovation and Operational Technology Inadequacies).

.... It's hard to think about innovation when simple things don't work. Two weeks later I still don't have any access to the computer systems I need to do my job. It's very frustrating!

Technology now plays a major part in any public service delivery. The UK is no exception. Therefore any innovation must be aligned to current technology but does not have to be totally tech dominated.

Not being universally well received or used to its full capability. Why….I just do not know.
We had a green week to see what we could do to contribute
Documents process re-engineered. The tech didn't get looked at. Why?

People appear to want to innovate as part of their curiosity drive and desire to do a good job. 21st Century public servants can be said to be just as creative and innovative as their forebears. All they need is the support, encouragement and opportunity, they will do the rest.

Level 2: Supporting Innovation Generation: Communications

However innovation cannot be successful in silence. Again communications and networking is the key to real generation opportunities.

All of the key people have responded / reviewed,
For innovation to work Communications needs to be involved

However such networking cannot be viewed as just a one sided mechanism. Such communication must therefore be supported by management as well.

Level 1: Management and Communications Behaviour

Management themes mirror staff concerns such as being Too Busy, leading to an increased risk of change blocking and ultimately innovation blocking.

Recently I posted a question regarding an idea to improve productivity. It was met with a reply showing great enthusiasm and recommended that I post on "scheme". I followed these directions, but after investigating further, I realised that many ideas people are posting are taking many months and even then nothing seems to have progressed.

Management can both facilitate communications and also add a bureaucratic blocking layer to innovation generation. Management action or inactivity often appears to "put the brakes on "good ideas and innovation implementation. It is clearly evident that especially since 2008 Middle Management in DEPT C appear to have inadvertently played a significant role in hindering the embedding of innovation in their daily workload.

Level2: Blockers.

This view was also evident in both level 2 and level 3 themes identifying staff concerns about innovation blockers and their perceived need to manage such risks to meeting the full innovative potential of their department: DEPT C.

> We need to develop an agreed list of perceived blockers to Innovation.

Level 2: **Innovation Sponsor Management**

As stated in proposition 5 innovation sponsorship and championing are significant positive supporters and drivers for innovation within any public sector organisation. A senior leader can inspire or destroy innovation within the organisation they work within. That is why such a role has to be delivered with great care and a sense of responsibility.

> Better service leadership? I miss the openness of "CIO". Better service governance and Better service leadership would recognise good ideas, sponsor them and provide a strategic governance/decision making framework. For e.g. my request to have a cross Section E strategic governance board went nowhere. As a consequence I maintain the Catalogue but have been unable to get information from across Section E

Proposition 8: Nine point Lens Analysis

Space – **Physical layout of the places**

No evidence from analysis

Actor - **Range of people involved**

Again from the evidence, the risk attitude and behaviour of management appears to impact significantly upon this proposition. It is evident DEPT C displays the need for innovation management skills. To deliver innovation such managers must display the charisma to encourage risk behaviour and idea generation from team's which these concepts are often foreign too while maintaining the confidence to display true leadership. All of these, the public sector has struggled with for decades.

Activity - **A set of related activities that occur**

Fear of innovation failure has often spelled the death knell of cancellation for many previous radical government programmes. This pressure is reinforced often by external media comment and subsequent reputation damage. Politics and risk are uneasy bedfellows where public services are concerned. But they are necessary for each other to function. Evidence does show that both can contribute to resolve some of the barrier issues hindering the optimal adoption of innovation behaviour changes in the UK public service work.

Bricolage or improvisation approaches with their focus upon innovate with what you have to improve efficiency appears to be one method yet to be fully exploited. Innovation by improvising with what resources a team has or can obtain takes real

skill, support and confidence in their management. DEPT C have the “Green Shoots” of this type of innovation but again still lack the skill and opportunities to exploit this source of talent.

> What made us move? What did we move? What do we want to move? Understanding this, leads to innovation. To be capable of improvising with what we have, to get the best from it, or understanding what we could have, with change of how we operate.

Object - **Physical things that are present**

No evidence from analysis

Act - **Single actions people undertake**

It is evident that Team generation as seen in the literature review has begun to develop almost independently to meet local need under Continuous Improvement restrictions. Free this up and the potential benefits could be extremely large and well worth tapping. Single innovative acts should be concentrated onto teams for better supported results.

Event – **Activities that people carry out**

From the observations and comments it is apparent that the need for team based innovation activities co-ordinated and confidently managed in a blame free environment is being strongly voiced

Time - **The sequencing of events that occur**

Periods of static systems or technological stability are not detrimental to public service delivery or innovation on its own. However if technology has considerably advanced as with the development of the internet and the need for fast data search and the national communication methods have significantly innovated as with the increase in social media, static technology in public service can significantly increase the threat of government failure as well as risking public revenue streams. In this case incremental innovation may be too late due to the severity and challenge facing government from the continuing Austerity impacts. The need to encourage radical innovative behaviour while managing the risks and consequences appears to be a view held by many public servants.

Goal - Targets to accomplish

The political goal to resolve the massive public sector funding and delivery issues via in part internal innovation has definitely trickled down to the internal management of the public services. Initially fear appears to have strengthened specific barriers but is also now seeing others being challenged especially that of middle management.

Feeling - **Emotions felt and expressed**

A ground swell of desire to do something about the static nature of the problem and actually realise some of the benefits appears to exist. Some cynicism does exist but even that seems to have a tinge of reality in their views now.

Barriers Identified from Evidence

C1 Risk (Internal and external)

E2 Dynamic Innovation Processes

F1 Management and Change Behaviour

4.14. Proposition 9: The success of pioneering bureaucracy products/processes (modified innovation) is likely to increase with flexibility in related and unrelated multiple sourced R&D events, networking and diffusion skills (marketing skills).

Networking and diffusion

Level 1: Cross Government contact and Internal Innovation Diffusion

As innovation appears sporadic and in silos, internal diffusion of innovation appears to be almost non-existent apart from some LEAN based CI best practice networking which could be classed as low level innovation.

If I had an up to date tool (A collaboration tool; any would do!) to use that had a future. No point spending time creating something new if section E is not signed up to the tool.

Level 2: Cross business contact, Spreading innovation & "Idea Category guidance?"

Within DEPT C, evidence seems to show underutilised communication channels appear to exist for innovation diffusion. These however lack visibility to be currently effective.

our communications do not seem to be geared for any type of diffusion activity.
Careful consideration, well various projects, customer demand etc. have certain criteria that you need to make the idea fit into, for it to be then looked at,

Evidence also confirms that need as per proposition 1 is often still ignored when considering innovating. The need for communication change appears to dominate planning agendas while the action of communicating innovation ideas again like need mentioned appears to be relatively ignored.

Completed 2 days of presentations for other business teams
appears dominated by change comms

With neither a transparent diffusion mechanism nor the widespread skill to communicate innovative ideas, what innovation there is can be said to be withering on the vine within DEPT C due to little co-ordinated multiple team support and testing.

Level 1: Poor Time Response (Time Pressures and Education Impact)

Many of the barrier themes have time and education themes at their core.

Level 2: Poor Time Response and Service Poor

Fire fighting poor services and delivery time delays appears to be impacting upon public services time and resource capabilities to innovate in customer service fields.

Despite being given several weeks and having had a reminder.
No discussion, no activity and especially no communications
How do we know if innovation six month down the line is being implemented? We are not told anything.

It appears that the lack of cross team internal discussion, limited information exchange and inactivity related to limited crisis management skills all add to staff and management frustrations compounding inertia in innovation processes.

Meanwhile delays, poor expectations management and again no responses on consideration progress or feedback reinforce the sense of failure before anything has even been tried.

but I have not heard anything since.
delays and frustration and inconvenience to those expecting a timely reply

These issues as with anything that disrupts or frustrates human communications allows rumour and stories to fill any communication gap.

Level 2: Internal Rumour and Stories

As for low level innovation, only in small pockets and you usually find out well after the event by third hand rumour rather than actual diffused best practice spread.

Evident level 2 analysis although identifying small pockets of positive innovation highlighted the negative spread of rumour where diffusion of “fact” or updates fails to be communicated effectively.

> I've heard stories this week about the implementation of the Change Framework, the innovation of more competition and the people in the business just realising what this will mean for them and their ability to cope.

This also appears to be the same for Change. However DEPT C appears to have learned some of these lessons from its past by carefully managing the rollout of discussions concerning the future structure of the department proposed under UK Civil Service changes.

Level 1: Management and Communications Behaviour

Again management Trust & Transparency surfaced as a theme within the analysis. The perception of job or role security appears to contribute to the feelings of uncertainty and risk aversion of staff and management.

Level 2: Security of role

> Every time I hear this man speak I feel more secure

Charismatic champions and sponsors of innovation can be said to play an important role in reassuring staff involved in innovation and especially in uncertain times of change as per proposition 1. They appear also often to be the face people turn to for senior management assurance in difficult times.

Level 1: Fundamental change of attitude to innovation in the public sector

For DEPT C to become an effective action innovator some of the participants voiced their belief that thought processes and departmental perspectives had to fundamentally be challenged and changed.

> I think perspectives and the thought process need to change, from the top, to the bottom.

From this response it appears that the UK public services are a long way from being even viewed as a pioneering bureaucracy in the sense of being able to harness modified innovation. Therefore a fundamental change in this arena appears necessary.

Level 2: Encourage all to Innovate

However, encouragingly the public service ethos still appears to be alive and well where innovation is concerned.

> If people are given the opportunity to contribute they should use it.

Staff and management appear from observation to view contributing to innovation development as still part of the job of being a public servant. Many staff appear support this but wish to see the benefits from their efforts being recognised as well as interestingly like the public servants of old, seeing their innovation efforts make a positive difference to the people they serve.

That is not to say that feelings of frustration from other policy decisions do not impact onto the goodwill behind this desire to revitalise innovation generation and networking practices.

I feel that everyone should contribute as a matter of course. We don't do it for a reward.

This positively held view was not an isolated response either. As stated the public servants ethos of old does appear to be still alive and well and operating positively within elements of DEPT C innovation.

Level 2: Communications and knowledge of boundaries and what is needed

Communicating plans and intentions appears to be something DEPT C is particularly good at within some business areas.

Knowing about the plans (where relevant) and being encouraged to contribute. I believe this is already the case.
The ability to confidently know and understand the boundaries within which changes can be made.....or, knowing where the brick walls are so we don't waste time only to hurt ourselves on impact - and.....knowing which of the brick walls we are actively being encouraged and supported to break through or even knock down completely

Again communicating the boundaries for innovation remains uncertain but at least a few are receiving this information within daily planning discussions.

Managers appear to be taking an active part in this type of communication, encouraging improvements but innovation still remains only sporadically supported.

> Indeed, they (Managers) may ask for new ideas and encourage people to come forward if they can see that improvements can/must be made.

Level 2: Identification of Opportunities

As discussed previously in proposition 5 without need and opportunities innovation will not take place.

> Users have always innovated with whatever they had to hand or could get their hands on. Many of us got into section E (or its predecessors) because they stretched the boundaries. We used to have an officially recognised tactical solutions area and plenty of us still remain just waiting for our talents to be called upon.

As the evidence shows need has always been there. As has the desire to innovate. Sadly the two appear rarely brought together in the form of public sector opportunities.

It is this understanding of the two crucial aspects of innovation that can act as the glue to provide the overall opportunity environment where innovative ideas can be exploited.

> Also the knowledge to see the way things were, how they are, and how they can change.
>
> What made us move? What did we move? What do we want to move? Understanding this, leads to innovation. To be capable of improvising with what we have, to get the best from it, or understanding what we could have, with change of how we operate.

This understanding can come only from active workplace learning and research. It is like any innovative activity, the more research, development, networking communication and diffusion of ideas an organisation implements then it is only sensible to take the view that more innovative activity will follow. Increasing the scale, number and scope of arenas where new ideas are discussed and tested, even if unrelated, the more innovative ideas will be generated. Not all of the ideas will be beneficial or even need to be “hot house” developed as within the Edison style innovation factories of the last two centuries but there may be a public service “gem” or two which can be explored, modified then exploited. Such modified innovation can as stated earlier come from the virtuous circle of enthusiasm and engagement in such activities can, if managed effectively, generate. However it is not guaranteed.

Flexibility in research etc. can lose the “need” and delivery focus of an organisation. Technology, no matter how cutting edge, is only good as a tool to deliver something tangible and restricted by delivery goals. Also innovation is only good if it can be spread as best practice and diffused without disruption across an organisation. In

the public sector “shiny” boxes of technology and the need for managers to have the latest gadget is often stated as the reason technology is purchased or implemented. They want their organisation to be seen to be new and cutting edge reflecting upon their reputations. This is a risk which is often overlooked as the “shiny” box may not be fit for purpose in the long term to deliver government needs. The press is littered with stories confirming this.

The opposite face of this risk issue is the fact that such management behaviours and the nightmare stories have a damping effect on management trust of technology. This explains why many government systems lag behind cutting edge or pioneering technology by decades. With stability in delivery appearing to crowd out the efficiency low cost gains of exploiting new technology. Even pioneering of new process bureaucracies have these barriers in place due to the cross over transfer of management from other risk averse bureaucracies on promotion etc. as well as learned behaviour by observing the consequences of decision errors. Both dampen flexibility and innovative behaviour both internally and externally of their system

Proposition 9: Nine point Lens Analysis

Space – Physical layout of the places

This proposition is dependent upon the location spread of the bureaucracy. The smaller the organisation with a limited spread of locations, the better the networking. If spread wider then modified innovation becomes increasingly difficult.

Actor - Range of people involved

Innovators attract innovators but these can be created with good networking, forum creation and common goals or skill sets. They need a set of common problems to solve and the flexibility to question and try anything without fear of failure and no blame attached. This type of environment need innovation management as part of a wider up skilled team management to be successfully implemented.

Activity - A set of related activities that occur

The problem appears to be that there is little ground swell of any innovative activity in the UK public service. With its reliance upon external partners for research, little foundations exist for internal innovation idea development and trialling except for the newly emerging digital fields. Limited opportunities also exist to market innovative ideas internally to secure cross business support funding for multiple opportunity innovations due to the silo delivery structures and limited non-transparent diffusion channels. Some form of radical cultural and process change appears to be required before even the grass roots of fresh innovation behaviours can appear.

Act - Single actions people undertake

No evidence from analysis

Object - Physical things that are present

No evidence from analysis

Event – Activities that people carry out

Pioneering bureaucracies unfortunately appear to be still rare but there is a desire to be pioneering and the senior management desire for it to succeed.

Time - **The sequencing of events that occur**

For modified innovation to take root a great deal of evolution appears to be needed. Maybe a combination of radical, incremental then modified may be the best eclectic approach that 21st century public services need to embed innovation in all that they do.

Goal - Targets to accomplish

The public sector has a history of being rarely viewed as pioneering, involving internal research, or equipped with the skills to network as well as potentially market the innovations it internally generates. The goals they follow usually have little to do with innovative change. Maybe this is something that is a significant omission and a missing trick for the UK public sector who appear to have been trying to get to grips with internal innovation for the last eighty years.

Feeling - **Emotions felt and expressed**

Encouraging and displaying some potential.

Barriers Identified from Evidence

C1 Risk (Internal and external)

F2 Internal pressures: Diffusion Mechanism:

Efficiency, Savings and delivery.

4.15. **Proposition 10: Relative to age and historical culture, older bureaucracies will be less likely to share major product innovation, but will do so when multiple smaller innovations are available (or anticipated).** (Younger bureaucracies, however, will be more likely to share innovation. New Government management culture focused on specifically new policy deliverables will have more pioneering products than would the historically bureaucratic UK Civil Service management with a long historic baggage).

Governing public services

Level 1: heritage of governing public services

With most of its National Civil Service possessing Imperial heritage and with a local government heritage of governing public services for an industrial revolution leader, the UKs almost 400 year old public sector certainly has a reputation for remaining separate to the politics as well as the market while not sharing what large innovation it does generate. A case in point is the creation of the world's first computer in WW2.

From the discussions analysis the impact of management spans and the ability to manage innovation time into the delivery schedule has become extremely problematic for DEPT C. Its very size as mentioned in Proposition 3 could be one of its barriers to efficiently exploiting innovation to its full effect.

> I have my work to do, and my performance numbers are continually below average for the team. I believe it is the size of the DEPT C that is an issue with change.

However this can be contradicted especially with its underpinning desire and actions to assist the development via engagement in innovation with the UK's Small and Medium Sized enterprise economy over the years. This is especially true in weaker economic regions, where large public service delivery concentrations have been located over the decades to meet government employment and regional development policies. By harnessing public service innovation opportunities, it is evident that those regions who do not have a strong reputation for generating and diffusion multiple small innovation channels can be significantly assisted with the development of local innovation supplier chains.

Level 2: Bureaucracy

This appears to have developed from the philanthropic and entrepreneurial activities bureaucracies were designed to support as safety nets to market failure in the 19th and especially the 20th Century with the creation of the welfare state. The post war bureaucracies with their management of state enterprise industries saw innovation as power. Nothing has changed in the last 50 years and UK public services still display this negative behaviour to this day.

Across the wider DEPT C - too much bureaucracy.
Nothing- so long as the innovation is legal, in line with agreed DEPT C policy, and cost neutral. If any of these restrictions are in place then escalation routes would need to be followed to see whether they could be removed (if the innovation was seen as being important enough).

The full range of views were identified regarding the impact of bureaucratic processes upon internal innovation. This made it difficult to identify a specific positive or negative impact theme from the data collated.

Although for most of the last five decades innovation has been seen as something government should only assist the market with, the UK public sector has benefited extensively from exploitation of multiple innovations partnering the delivery of public services. Such Innovative partnerships have improved performance of public funded services as well as increased the impact of social policies upon the country i.e. health care, tax revenue speed and accuracy of collection and the education of children to be the workforce of the future. Many of these innovations have had their multiple risks managed as partnership also with the private sector. However especially in the last 2 decades it appear to have become increasingly difficult for government to financially meet those shared risks. Entering commercial partnership arrangements where the market takes the majority of the innovation risk with government buying in the innovation as a support service have become very popular as a way around this innovation problem. However with even tighter budgets maybe this solution will have to be abandoned

In times of static technology development or rising revenue generation, for bureaucracies this “quick win” nature with its minimal cost has started to come to an end as commercial realities of inflation and renegotiations took their toll. The latest austerity challenges being faced must be viewed as only the latest of a long line of difficulties faced by the UK public sector with a need to innovate. It is the scale of expected added value from harnessing internal innovation opportunities that is the game changing factor.

Level 2: External Market Perceptions

A few of the participants compared their public sector circumstances with their perception of what commercial or private sector innovation activities are like.

I cannot see how the Private Sector would put up with this.
Direct mirror to those who in the private sector fail to embrace unrelenting innovation as a survival technique (report quote).

Rightly the lack of a survival risk was identified as a potential innovation barrier along with private sector customer expectations management compared to their perception of DEPT C poor service delivery.

delays and frustration and inconvenience to those expecting a timely reply

However their experiences of successful innovation from outside partnerships appear to have left many frustrated with the results of their exposure. This appears especially true in the provision of technological innovation and its ability to deliver the public service's needs.

It seems to be more geared to money going to 'outside' companies (which cost a lot of money!) but a lot of those 'systems' don't always do the job that's required causing frustration to those in the front line who know what they need to help prevent fraud/make work easier but they don't seem to be listened to. The Community Forums are a good way to see this

As per supporting theoretic underpinnings in Chapter 2 in "creative destruction" the development and management of innovation within totally new policy environments

can be said to enable innovation to be embedded into any bureaucracy or organisation design. Therefore as new decommission changes or updates will be needed to enhance or innovate delivery, there will be a need to challenge current policy and delivery bureaucracies while developing simpler cheaper effective administrations that can accommodate stable current updated technology, reduced public servant numbers and automated delivery. These delivery architectures often come with little previous negative cultures and often appear to involve less disruptive innovation in their creation than reforming old large bureaucracy. That does not mean though that as a system they do not have the barriers to innovation that older public sector historically burdened systems have.

Level 2: Change Culture

the People Survey shows a general disquiet about the management of change
From the perspective of staff at lower levels it is difficult to discern what many of the changes are intended to achieve, and where we are going. There simply does not seem to be an adequate plan of action

Innovation can be viewed as part of a wider change culture and therefore impacted by or actually facilitating change. From the evidence there is a certain amount of unease present within DEPT C towards the way previous and current change is being handled. Until recently action planning for change was often seen as inadequate. However with recent wider UK Civil Service reforms and departmental future plans, foundations for future innovation plans delivery may be being laid. Time will tell if this development continues to be successful.

Analysis of the responses to change culture highlighted the evident concerns about communication of change and the sheer scale and scope of change faced by everyone within DEPT C.

we could manage and communicate change better and that it's important for you to understand the reasons behind the change.
I know that DEPT C has had its fair share of upheavals and that there has been a lot of change, not just at the top, but at every level of the organisation.
we need to look across the whole department and consider the impact of any changes we plan on everyone

Some also queried managements understanding of the impact of such change before plans were made. For them these change pressures meant that innovation was almost impossible to generate and implement. Change replicating what we already have just improved still remains a frustrating concern for many.

Level 2: Change Frustration

Change processes can be frustrating
Change is subjective – it all depends who you are and what your particular experience is.

The next theme confirmed the frustrating nature of innovative change.

Level 1: Cross Government and other Innovation Diffusion

As analysed in Proposition 3 such frustration and communication weaknesses often lead to rumour being mistaken for fact especially within wider innovation publicity.

Level 2: Publicity and Rumour

> Perhaps this information should be made available and it may act as a catalyst for other innovative suggestions.

Many appear to feel they never hear from any of the best practice communications so cannot contribute to their own innovation generation as they do not have the "spark" to start their own generation processes. "If someone else did it first maybe I would join in then" appears for many to be an unspoken statement where innovation is concerned.

Level 2: Communications & Publicity

> Yes we have a 'Customer Strategy' but very few of our customers would have any awareness of this.

Lacking Strategy transparency compounded by the lack of understanding by the customers from the evidence appear to contribute to inertia in change and innovation.

Level 2: Senior Management Communications Behaviour (Response: Trust & Transparency)

> I wrote a letter to SMT. I think that was 8 months ago, and still have not received the go ahead

The lack of knowledge about the current processes involved in innovation is a major barrier to current innovation. With limited managerial support and guidance discouraging innovation and trust issues evident as per Proposition 9, cross government innovation suffers the same fate as internal innovation. However why this happens must be viewed as beyond the scope of this study.

Proposition 10: Nine point Lens Analysis

Space – Physical layout of the places

The newer the bureaucracy the more likely they have learned the lessons of the past and adopted innovative technology and practices. However they rarely have the luxury of new infrastructure so still often face the barriers to innovation created from old estates, contracts and transferred infrastructure. Innovative as a definition to them does not have to mean inventive or new. It just has to be new to them. Many pioneering bureaucracies if questioned would find it hard to justify their often self-given “pioneering status.

Actor - Range of people involved

As stated old bureaucracies do come with innovation and management baggage but so can new policy organisations if management structures are just transferred rather than recruited externally. All organisations can be said to have baggage. It is the negative impact of this baggage if any which is important.

Activity - A set of related activities that occur

An innovating culture can be learned in a bureaucracy of any age. It depends upon the engagement in innovative behaviour and action that counts. The public sector is a unique innovation platform which is yet to be made efficient and activated.

Act - Single actions people undertake

New managers are likely to adopt innovative practices first and support innovation. This however should not exclude the ability for public servants to be flexible in

delivery and action. UK public servants have a good track record of handling change. Innovation behaviour is just another form of change. The new aspect is the management of risk and the no blame culture required to confidently support generation, testing and implementation.

Object - **Physical things that are present**

No evidence from analysis

Event – **Activities that people carry out**

No evidence from analysis

Time - **The sequencing of events that occur**

For pioneering activity to occur, it needs to be encouraged with the right resource foundations and risk management processes to minimise the impacts of failure. Being New is not the only factor. New organisations are more likely to display innovative behaviour but that depends on a number of development successes along their development timeline. Initial infrastructure, which overtly supports innovation practice, must be viewed as primarily a flexible and adaptive evolving culture with effective cost audit, and good risk impact management. There should be no sacred cows where delivery is concerned and no question “off” the table.

Goal - Targets to accomplish

No evidence from analysis

Feeling - **Emotions felt and expressed**

Strong feelings are evident throughout all of the propositions but one thing is clear, staff and managers feel passionate about engaging in innovation if given the opportunity.

> I think the subject of innovation has become a “Problem Child” in the Boston Box strategy tool – Perhaps it needs invigorating.

From all of the evidence innovation may be a “Problem Child” currently but it certainly has the potential to grow up to be a positive influence for change.

Barriers Identified from Evidence

G2 External market perceptions (Comparisons with profit and survival driven private sector) linked to

D1.1 External Information Mechanism

C1 Risk (Internal and external)

4.16.. Barrier Relationships

The following chapters will explore the potential relationships between the identified barrier findings and the implications for public sector Innovation raised by these findings concerning the research propositions. This will be concluded in the last chapter by exploring if and how such barriers can be tackled to release the inertia currently experienced in public sector administration innovation across the world.

5 Chapter 5: Related Propositions and Identified Barriers

5.1. **Proposition 1:** (Ch2 Page.22 & Ch4, Page.148)

Summary:

Although true and a significant part, policy drivers are not the only contributing driver. Since 2008 and the rise of austerity, we have seen the rise of “surplus spending” needs. Delivering needs, within agreed budgets, innovation create opportunities to challenge and create performance and efficiency uplifting conditions, where surplus resources and funds are identified and reallocated for reinvestment. This is creating a sporadic emergence of innovation that is implemented despite the inertia (Chapter 2, page.40) and internal barriers out of sheer business need to “do more with less”. In these cases policy can actually become a barrier especially when costly legislative changes are needed.

Proposition 1: Barriers identified within the evidence

A1 Organisation, Culture and Structure

B2 Citizens and Media perception impact (Influences Policy and individual Public servant engagement mood/behaviour) (Internal and external)

B3 Definition of Innovation (Internal and external)

C1 Risk (Internal and external)

E1 Staff Perception (value, worth, professionalism etc.) (Linked to B3)

5.2. Proposition 2: (Ch2 Page 30 & Ch4, Page.194)

Summary:

Before 2008 the answer to this proposition would have been almost a universal Yes. However with the growing desperation and honest realisation in the UK Government today that with the effects of World Austerity continuing Innovation must be generated, risk aversion (Chapter 2: page.92 and Chapter 4, page.148) of public servants tackled and exploited more within Government if the public service challenges are to be met.

The Global Crisis of 2008 appears to have become a game changer for most governments economically. Akin to the Wall Street Crash of 1929 as an inducer of economic depression, these conditions appear to have strengthened the barriers to innovation internally and externally especially regarding risk aversion. Such matters as handling the challenges of mass data technology, an ageing population and UK economic growth in an information driven Global economy, still have to be tackled if a long term “depression and Global economic contraction is to be avoided. This has to be accepted as a significant political driver for the potential returns from public sector efficiency innovation to be exploited.

With the increasing threats surrounding the creation of barriers to universal public services, the need for increasing decision speeds, funding shortfalls from taxation in a mobile global economy and implementation innovation inertia, it has become evident that solutions have to be found soon before the next crisis appears on the political horizon.

Proposition 2: Barriers identified within the evidence

G3 Delivery Pressure (Impact from External Delivery Pressure) (Internal and external)

C1 Risk (Internal and external)

5.3. Proposition 3a & 3b: (Ch2 Page 34 & Ch4, Page.217)

Summary:

The evidence shows that, relative size has an impact on the success of innovation generation and spread but not on its true success (Chapter 2, page.35). Success and the generation of real benefits and return rely more on the relationship of bureaucratic barriers and the nature of the culture in place with the organisation. Due to workload, targets and external pressure management at all levels often display a lack of understanding of the impacts and benefits of proposed innovations and can be said to fear certain innovations due to their exposure to negative impacting changes in the past.

With Innovation experience by many large and small, as not shared (Chapter 2, page.35) and imposed as an external driven change with all of the inertia and bureaucratic lags experienced by the UK Civil Service over the last four decades it is not surprising that, despite staff engagement initiatives, attitudes within large and small scale bureaucracies continue to act as innovation barriers.

Proposition 3: Barriers identified within the evidence

B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc.)

C1 Risk (Internal and external)

5.4. Proposition 4: (Ch2 page 58 & Ch4, Page.233)

Summary:

Maybe this view of new market skilled recruits is too simplistic. The motivation for such recruits for joining the UK Civil Service can be complex from needing perceived "real" job security to exploiting local opportunities, flexible working or even to fit in family commitments. They may not be innovators in the first place so as a proposition their main contribution is to changing culture, challenging "sacred cow" processes and adding to the skills pool of their teams to challenge to innovate.

But as external recruits (Chapter 2, page.58 and Chapter 4, page 286) are still in the minority the noise of the "still not broken so why fix it" majority view of innovation may drown their voices out. Time and further research will tell.

Proposition 4: Barriers identified within the evidence

B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc.)

C1 Risk (Internal and external)

G1 Level 2: Gender, Race, Geographic location etc.

5.5. Proposition 5a & 5b: (CH2 page 62 & Ch4, Page.245)

Summary:

Such movements of existing public servants (Chapter 2, page 58) have evidence for reinforcing Continuous Improvement activities (Chapter 4, page.156). So this proposition can be said to be true but not universally by depending on individual's motivations, management impact and skills journey and decisions.

Proposition 5: Barriers identified within the evidence

B3 Definition of Innovation (Internal and external)

B4 Interaction and dichotomy with internal innovation schemes and other initiatives

C1 Risk (Internal and external)

C2 Innovation Progress (Monitoring success etc.)

E1 Staff Perception (value, worth, professionalism etc.) (Linked to B3)

E2 Dynamic Innovation Processes

5.6. **Proposition 6:** (Ch2 page 72 & Ch4, Page.293)

Summary:

If such superior performance and efficiency growth existed in the current UK public services then this proposition could be true but as there is little evidence to support it and no evidence of radical innovation (Chapter 2, page.73), the evidence highlights that this proposition must be answered with an emphatic NO. The existence of a robust management team environment within many public sector bodies has to be questioned also. Maybe after the latest round of austerity driven changes this will exist but further work will be needed to assess if this is true.

Proposition 6: Barriers identified within the evidence

A1 Organisation, Culture and Structure

C1 Risk (Internal and external)

F1 Management and Change Behaviour

5.7. **Proposition 7:** (Ch2 Page 84 & Ch4, Page.309)

Summary:

From the evidence Government systems faced with moderate risky entry barriers will to some extent develop innovation of a pioneering or radical than would those in a similar sector with either low- or very high-entry barriers. However this statement must be critically reviewed with concerns. This proposition highlights the importance of risk and barrier management is in both Internal and external public service systems (Chapter 2, pages.88 & 117) However the relationship between Government, risk and innovation has to be viewed as more complex than a simple causal effect on minor risk management to induce innovative behaviour. It is a start though but to even begin to bring pioneering innovation into the realm of public services we need to explore the relationship with other variable events and the consequence of such activities and actions such as interaction with the democratic process, interaction with internal and external reputational impact issues. Also the length of innovation delivery timescales and their impact upon changing risk profiles especially the management of resource need under dynamic risk has to be understood if pioneering innovation is to become the norm.. All beyond the scope of this study.

Proposition 7: Barriers identified within the evidence

C1 Risk (Internal and external)

G4 Funding and Resources (Internal and external)

(Public purse, treasury, PFI etc.)

5.8. Proposition 8: (Ch2 page 100 & Ch4, Page.321)

Summary:

From the evidence this proposition appears to have been positive in previous years but it does not appear to be the case anymore. This may have been the perception and experience as true, little more than eight years ago and was certainly the case where New Public Management methodology was concerned. However since the Global 2008 Banking Crisis Governments have observed needing level of innovative dynamism in systems and process innovation not seen for a long time.

However adapting, encouraging and implementing changes needed to encourage staff engagement in such system dynamism of innovation has definitely proven itself to be extremely difficult. The desire and the relative ease to engage in innovating behaviour through “purchase innovation “ commercial arrangements as a way of passing on the difficult task of innovation generation and stable implementation to others was too much of a temptation for many governments to ignore. For many public bodies it appears that innovation remains “frightening” for their entrenched risk averse decision makers. However the first roots of dynamic change appear to be breaking though within the views of staff involved in Public Service delivery. By developing need focused technology supported management and the exploitation of Bricolage (Chapter 2, pages 110-112) processes, the sweating of assets owned certainly has the potential to add a level of dynamism not previously seen in the UK Public Service.(Chapter 4, page.240)

Proposition 8: Barriers identified within the evidence

C1 Risk (Internal and external)

E2 Dynamic Innovation Processes

F1 Management and Change Behaviour

5.9. Proposition 9: (CH2 Page 105 & Ch4, Page.331)

Summary:

Again the evidence is positive in the past but not necessarily now. In recent years there has been a desire by policy makers and politicians since the 1980s to replicate the private sector model of innovation with a public sector system (Chapter 2, page.21). This hybrid system on the whole has not represented actual behaviours and has failed as a policy forecasting tool. Hence this century of debate. This desire to take the best bits of private sector innovation as a "graft" onto a public sector delivery system ignores fundamental embedded delivery, resource, survival and profit motive threats which bind the fabric of bureaucracies and make them unique compared to corporate market business systems. A clear aspect of this though is the fact that its driver is not solely the 2008 austerity agenda but a much longer political driven debate: Are public services better supplied by a dedicated public Sector or the private sector under pseudo-market conditions? (Chapter 4, page.148)

In the public sector Service Competitive Advantage only exists within a state led monopoly so where does the motivation for innovation come from then? It appears to be from the drive for financial and delivery efficiency which is politically driven by the Government. However this question is beyond the scope of this study and will need further research to clarify this answer.

Proposition 9: Barriers identified within the evidence

C1 Risk (Internal and external)

Internal pressures: Diffusion Mechanism: Efficiency, Savings and delivery.

5.10. **Proposition 10:** (Ch2 Page 120 & Ch4, Page.343)

Summary:

On the face of it this proposition holds up with the evidence. However if you follow the age of a bureaucracy as one of the key determinates of innovation spread and sharing behaviour as well as the determinant for the innovation behaviour of their management then other factors have to be brought in. It is agreed the certain historical or institutional cultural barriers have big impacts upon innovation within bureaucracies with that culture. (Chapter 2, page.100) However with education, staff turnover, new infrastructure projects and even fundamental root and branch management change, any tackling change environment can be maintained that is receptive to innovation as a new policy bureaucracy. Tackle the culture and institutional bias first followed by the communications inertia and internal goal barriers to innovation all contribute to clearing the system barriers to level the playing field between innovators. This chapter will go some way to identifying the key internal and external relationships between the identified barriers which contribute to the unique world of public sector Innovation.

Proposition 10: Barriers identified within the evidence

G2 External Market Perceptions (Comparisons with profit and survival driven private sector) linked to

D1.1 External Information Mechanism

C1 Risk (Internal and external)

5.11. Potential Barriers to Innovation Generation and Diffusion

The findings from this qualitative ethnographic template analysis (APPENDIX 1, Page 394) as highlighted in Chapter 4 has identified evidence for several related potential barrier groups to the generation and spread of internal public sector innovation. From further analysis, the system relationships between identified barriers and the related facilitators who assist or block innovation can be identified and modelled to assist in answering one of this studies key research questions.

5.12. What are the barriers to creating a culture of innovation evident within the UKs Civil Service??

The research evidence has identified a dynamic interactive internal and external system with several evident barrier nodes. This is significantly different to the Transition Systems Models in the private sector with differing drivers and priorities of interaction but just as important to the function of public sector innovation processes.

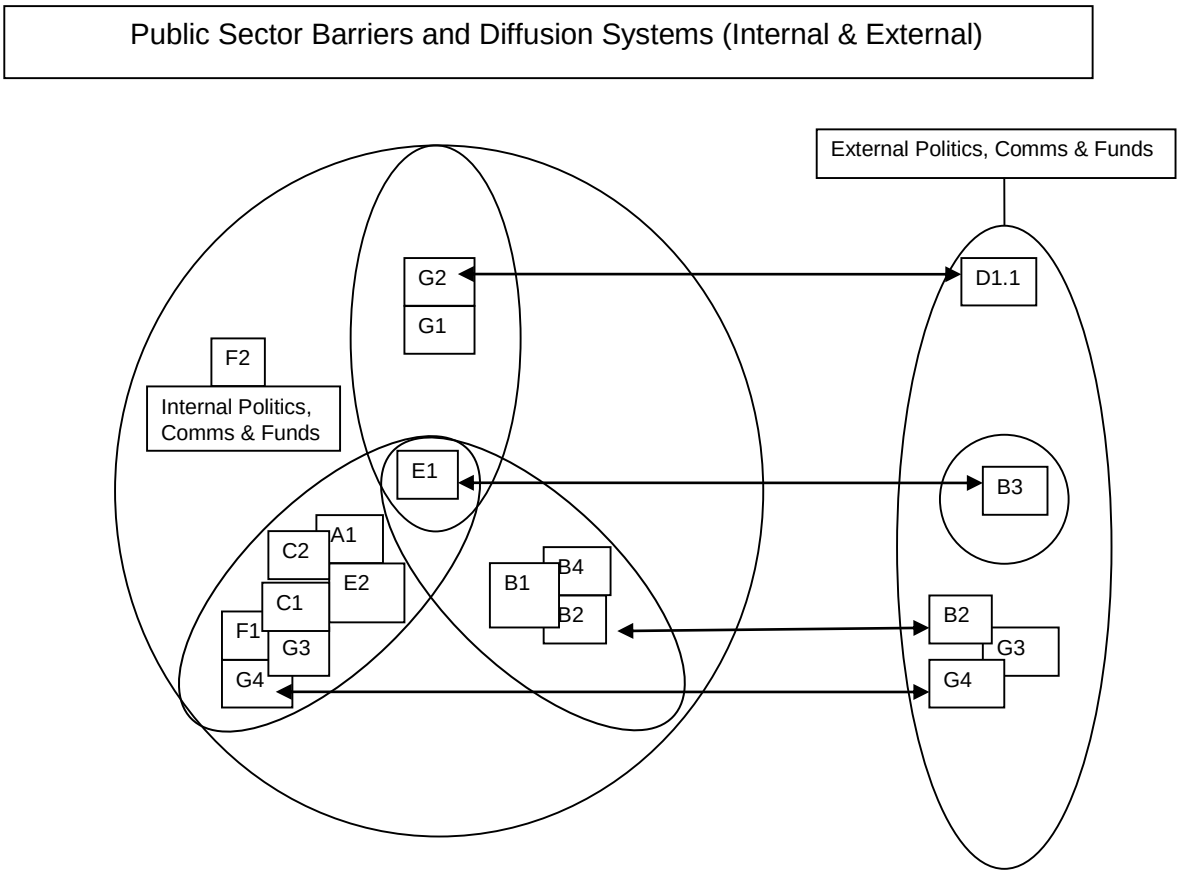


FIGURE 8: INTERNAL AND EXTERNAL PUBLIC SECTOR INNOVATION SYSTEMS MODEL

From analysing and interpreting the interaction (APPENDIX 5 Page 643), it became evident that two distinct sub system groups representing external pressures, as represented Figure 8, can be used to represent the key innovation barrier nodes faced by a public Service organisation trying to harness internal innovative behaviours for change. From the thematic evidence they include policy drivers, funding injections and political communications and internal delivery pressures. These sub-system groups as evident in Chapter 4 play both internal and external roles in maintaining such identified barriers.

By viewing this modelling through the nine lens approach as used earlier within this studies analysis, the following sub-systems relationships can be mapped to represent the possible key barriers that make the public sector distinct from the private sector where innovation generation, exploitation and diffusion are concerned.

Cross Government and other Innovation Diffusion (APPENDIX 5, Page 643)

D1.1 External Information Mechanism (Linked with G2)

B2 Internal and External Citizens and Media perception impact

B3 Definition of Innovation (Internal and external)

G3 Delivery Pressure (Internal and external)

G4 Funding and Resources (Internal and external)

E1 Staff Perceptions

E1Staff Perceptions: internal organisation

B1 Skills and knowledge

B4 Interaction with internal innovation schemes

A1 Organisation, Culture and Structure

E2 Dynamic Innovation Processes

C1 Risk

C2 Innovation Progress (Monitoring success etc.)

F1 Management and Change Behaviour

G1 Gender, Race, Geographic location

G2 External Market Perceptions

F2 Internal Pressures

5.13. Next

The next chapter looks at an overview of how the identified evident barriers can be potentially overcome to create the right culture and environment for effective public sector innovation fit for the 21st Century challenges faced by Government today.

6. Chapter 6: Conclusion and Recommendations

6.1. Conclusion

The growing prominence of studies of public sector innovation stems from the austerity and cost saving demands internally to the public sector and within the wider political pressures of Government budget controllers.

Along with the emergence of a major new area of academic and business interest: the body of literature has grown wider than the traditional fields of business studies, economics, science and technology to encompass psychology, policy, law, sociology and Management sciences. Central to this is the fact that Global change is here to stay with all of the pressures faced by Government from the Global Banking Crisis of 2008 continuing for the foreseeable future.

With the growing need to invest in public sector infrastructure and modernisation, Government and the public administrations have to find new ways of delivering new and improved services within the shrinking Taxation driven budget constraints of the 21st Century Global Economy.

As innovation search has grown in importance as a potential solution path for these problems, in turn, many new and unanswered questions are beginning to be raised, academically and politically about the nature and extent of innovation in the public sector can be exploited to fill the funding gaps with performance efficiency increases. The crucial question for many has remained unanswered for decades-

6.2. Lessons Learned

6.2.1. Learn the lessons for successful innovation

Successful public sector innovation requires a clear legislative framework supported strong political leadership keen on introducing reforms so that innovative policies can be introduced. Borins, (2001) identified the main approaches adopted by such government reformers to foster successful innovation as the following-

- Persuasion, e.g. showing the benefits of an innovation; establishing demonstration projects; and social marketing
- Accommodation, e.g. consulting with affected parties; co-opting affected parties by engaging them in governance of innovation; training those whose work would be affected; compensating losers; ensuring programme is culturally and linguistically sensitive.
- Finding additional resources

Other minor factors highlighted are the ability to modifying existing technology, resolve logistical problems, gaining political support and building alliances as well as having a clear vision and focusing on most important aspects of the innovation especially under a changing legislation or regulations. Within this providing recognition for programme participants or supporters is also seen as a crucial feature.

Borins (2001) also identified a range of the most important lessons learnt in implementing successful innovation programmes that public sector innovators would recommend to other future innovators.

From make the project exciting for staff, promoting the programme and ensure positive media coverage to making sure that the programme objectives reflect and are in line with the organisation's aims and objectives all contribute.

Project management who are the primary change agent should be task-oriented with a small implementation team who hold the decision-making power, involve stakeholders as far as possible throughout the innovation stages, establish and maintain effective communication with all programme participants as well as secure and maintain the support from the organisations senior management to secure a champion who feels ownership for the programme

Such project management needs to be dedicated and persistent as innovation programmes are not easy, accept well managed documentation is tedious but essential. They need to develop adequate control mechanisms and support governance structures with agreements while soliciting regular feedback from programme participants and demonstrate early ongoing success. In many ways they need to think strategically and consider the wider implications of the programme, have a clear mission and end goal that is not restrictive and allows staff the freedom to innovate and tolerate mistakes.

Finally they need to implement quickly to avoid losing focus and momentum, Learn from mistakes as they occur and do not be afraid to change plans based on new information or in response to a changing environment and learn from other innovators while ensuring that you have the necessary resources

6.2.2. Tackle the Barriers

How can the UK's Civil Service overcome these barriers to create an environment that supports and encourages the generation ideas and internal innovating behaviours?

As can be seen in the internal system and external system Innovation Barriers relationship model as identified in Chapter 4, this study has identified five external Sub-systems barrier groups and fifteen internal barrier groups made up of four Sub-Systems, eight organisation embedded innovation processes and three public sector and General Internal Factors.

6.2.3. Introduce a Pseudo-profit drive?

As evidence confirms that the public services has no profit or survival motive there is an evident need to harness a pseudo-profit drive within the benefits realised and a pseudo survival motive with internal competitive for each innovation and change to a "kill project" culture so that the "fittest" survives (Chapter 4, page.148 and 209). By harnessing the principles of destructive innovation public sector management and staff must be skills equipped within a no-blame learning culture to assist creative colleagues to generate their own ideas now, supported by middle managers now, and who can manage risks while making decisions about trying small innovative ideas now. When implemented on an evolutionary piece meal basis the cumulative effect of those innovations which survive will allow us to reap the benefit rewards in performance, efficiency and savings in the near future. Once in place the processes successes, failures and enhancement needs can be judged by further qualitative analysis of participant's responses reflecting upon the work they do and the delivery performance they deliver.

6.3. Recommendations for overcoming evident barriers to Public Sector Innovation

6.3.1. External Sub-systems

D1.1 External Information Mechanism

- Cross Government Innovation Diffusion
- Publicity
- Rumour
- Senior Management Communications Behaviour (Response: Trust & Transparency)

As seen in Chapter 5, engaging in more effective cross system and silo delivery dialogue appears to be needed to assist in resolving this evident problem.

Research into innovating to meet universal needs in cross government policy and collaborative business delivery needs such as ExCom, PAC, Budget initiatives and political goals has to become a major part of government change agenda for wider innovation to be assisted in its efforts to help deliver the challenges public services fit for the 21st Century..

B2 Citizens and Media perception (Influences Policy and individual Public Servant engagement mood/behaviour)

- Public Media (Negative Reporting of Poor Service etc)
- Opinion of Department
- Citizens Perceptions (Uncertainty – Service : Poor or Improving)

Another key innovation barrier appears to be the negative impacts, citizens and staff perceptions have about the relative success of previous and current public service innovation. From the various emotions displayed in the responses, negative historical experiences of public service innovation appears to have had a significant impact on views held about the current public sector's attempts to exploit future innovation potential. Action in delivering innovative success may be the only way of tackling this major issue to win over "hearts and minds" of the citizen customers and the potentially innovating staff.

B3 Definition of Innovation (flexible to interpretation, adds to confusion and liable to change)

- Reward and Recognition
- Mistaking Business As Usual as Innovation
- External Industry Recognition

By influencing external private sector recognition as well as impacting upon negative views of staff on reward and recognition issues surrounding poor internal public sector innovation, the very definition of innovation agreed upon still remains a serious public service issue.

G3 External Delivery Pressure (Politics, resource driven etc)

- Target Pressures
- Time Pressures (Innovation as a necessity to deliver)
- Actions to counter delivery
- Political Pressure

Delivery pressure within austerity pressed public services is definitely one of the clearer “barriers” with many staff and managers having to face growing pressures to just “keep the lights on” while being pressurised to innovate to increase productivity and efficiency.

G4 Funding and Resources (Public purse, treasury, PFI etc)

- Invest to benefit
- Plan (Honesty of Management)
- Austerity Impact (Wasted Funds, Better use of Resources, Skills? And Wasted Time)

External budgetary pressures coupled with the “squeeze” pressure of making better use of internal available funds under austerity to enable innovation often appears to have negative impacts on the ability to innovate. For any private or public sector innovator the need to find the resource and create funding “space” in their ever tightening budgets to even start generating ideas is essential. Creation of public innovation “seed” funding could be a way around this issue but finding the funds to do that will always remain a difficult decision for Management to make.

6.3.2. Internal Sub-Systems

Staff impacted

E1 Staff Perception (value, worth, professionalism etc)

- Improvement happening
- Government Infrastructure
- Enthusiasm (Transparency and Fragility of Mood)
- Questioning
- Service (Poor, Poor Procedures or Improving)
- Reluctance (Apathy and Frustration) – Idea Generation Inhibitors

Active staff engagement in innovation with targeted rewards may assist with this issue. As a long term issue tackling the Idea Generation Inhibiting issues has to be treated as a high priority strategy for any public service to prepare the way for real innovation engagement and returns on investment.

B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc)

- What is Success? (Innovation Impact and Definition of Innovation)
- Idea Generation and testing (Innovation Knowledge and Impact)

Public sector Innovation appears to need careful management and nurturing of talent through education and skills acquisition to be successful. From the findings many still feel that they just do not know the answer and that innovation is just something that happens to them. This can be said to be a serious issue which needs to be addressed before any embedding of long term innovation strategy or plan can be implemented within the UK's public sector.

B2 Citizens and Media perception impact (Influences Policy and individual Public Servant engagement mood/behaviour)

- Public Media (Negative Impact of Professionalism View)
- Public Servants Opinion of Department
- Citizens Perception (Uncertainty and Impact on public service view of themselves)

Within their internal and external sub-system similarities, the seriously negative perception of the competency of the public sector to be able to innovate held by the UK's citizens and media appears to have the potential to become a serious barrier. Akin to the public's perception of UK and EU politicians, such an issue has to be tackled by challenging current negative stereotype views. Via publicity, education and process transparency by delivering successful innovation such perception about the public sectors ability to meet the challenges of future service delivery needs will significantly improve. However there are no hard or fast solutions evident to this long term existing issue and has the potential for unforeseen political actions to make matters worse.

B4 Interaction and dichotomy with other initiatives

- Continuous Improvement (Damping down Creativity: Mavericks and Innovation blocking by Standardisation)
- Idea Generation (Dampening unorthodox behaviour and creativity)
- Reluctance (Apathy and Frustration) – Idea Generation Inhibitors

Careful management and skill needs to be displayed to re-engage existing innovation schemes with fresh initiatives. It is crucial that such schemes can actually support rather than hinder the search processes or exploitation of key innovative ideas.

6.3.3. Organisation embedded innovation processes

E1 Staff Perception (value, worth, professionalism etc)

- Organisation Pressure
- Government Bureaucracy
- Enthusiasm (Transparency and Fragility of Mood)
- Innovation Culture (Questioning Blocking)
- Reluctance (Apathy and Frustration) – Idea Generation Inhibitors

As already stated challenging the Idea Generation Inhibitors has to be the key strategy to dealing with this barrier issue successfully.

A1 Organisation, Culture and Structure

- Actions as an Employer (Trust issues and Responsible Employer Perception)
- Stability perceived as needed
- Lack of Influence (New Embedding Organisation: Poor Internal Reporting and Poor Governance)
- Bureaucracy (Political Pressures, Nature of public service Work and Innovation Bureaucracy)
- Culture Challenge (No Blame, Freedom to Fail and Wider Behaviour Change)

As much of the public sector can be said to have historical bureaucratic baggage curing this barrier has to be said to be a difficult task. However from the findings "action" appears to be one supporting option. Innovate despite the barriers and deliver innovations that have an impact. With each delivery the culture will be forced to change. How to do this has to remain unanswered for another study to undertake.

6.4. Public Officials must be free to innovate and Fail

The term "Free the mind and the rest will follow", in many ways, sums up the hopes for innovation engagement for many UK public sector Workers, by working in an Industrialised manner where their ideas are perceived by themselves as contributing little to current policy goals by re-engaging their creativity maybe untold benefits could be generated. Given the current austerity continuing the opportunity to add real value has the potential to be significant as long as current internal innovation inactivity is challenged..

A recent report *'Our future public services: a challenge for us all',* published by the Confederation of British Industry (CBI) highlights the importance of public officials

being free to try new approaches without fear of being “hauled in front of ministers, the Public Accounts Committee or being investigated by the National Audit Office” (Aston, S, 2014). The report states that the government “has no monopoly of wisdom when it comes to ideas for transformation in public services” and warns that it can only innovate if it’s open to new ideas and collecting “empirical evidence along the way so lessons can be learnt, whatever the final outcome.” (Aston, S, 2014)

If public sector change is to be achieved, the report says, “the next government must set about creating a political environment and culture in which public service professionals are encouraged to test new approaches in acceptable ways.” (Aston, S, 2014). It also supports the view that once the UK’s deficit is cleared over the next 5 years, any subsequent Government should operate under a “sustainable fiscal rule” ensuring that it spends no more than the revenues it raises (Aston, S, 2014). This therefore increases the challenge faced by innovators: how does the public services innovate to counter the threat of further austerity cuts.

One solution is the move to exploit more on-line digital services combined with shared delivery partnerships for Health and Government services.

E2 Dynamic Innovation Processes

- Individuals (Drive, Management Opinion Blocking and Questioning Management)
- Opportunities Generation (Exploitation / Risk and Idea Guide) Idea Generation Inhibitors
- Senior Management Innovation Champion and Sponsor (Charismatic, Honesty Displayed and Innovation Leadership)
- New Embedding Organisation (Poor Internal Reporting and Poor Governance)
- Senior Management display (Action, Trusted delivery and Handles External Negative Views)
- Teams
- Middle management (Management Decision Making, Time Pressures and Understanding Weaknesses

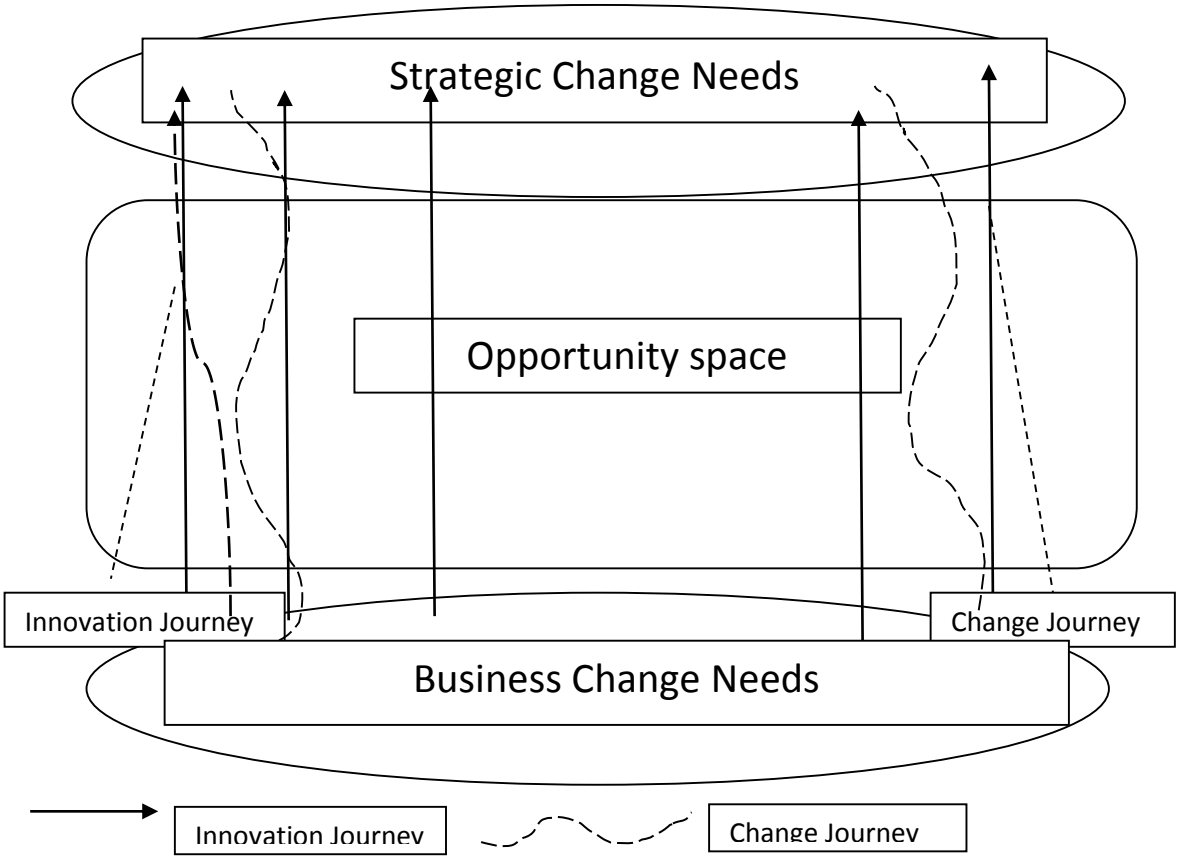
Engage in dialogue and research into the current business needs of the streams and channels within the full range of their change journeys as well as the challenges to meet their delivery goals at the beginning of their change journey, those planning their changes and those on leading edge of organisation change implementation.

Also by re-engaging managers and teams with the important championing support of SMT members “action” could be harnessed to challenge, reduce and even change these barriers to actual supporting strengths.

6.5. Optimising innovation opportunities

An innovation activity needs to be focused on the leading edge of change and the space in the immediate and medium term DEPT C is aiming to occupy. Reading this unknown space is very difficult due to the very uncertainty inherent in the change journey. There are only two business certainties facing onto this “space” which can assist in targeting technology and process innovation as a driver to facilitate the businesses journey to achieving this forward momentum with efficiency, benefits and potential success. By mapping the changing needs profiles against the teams delivery goals, an opportunity space can be maintained by the delivery teams themselves that will allow efficiency improvement ideas to be generated, nurtured and tested supported by targeted innovation of technology, resources and risk management.

FIGURE 9: INNOVATION NEED



6.6. Goodwill and ideas are still out there:

By engaging Teams to tackle barriers needed: evolve generation and diffusion networks to support Team structures and management decisions: tackle blockers.

6.7. How can Team innovation approach be re-engaged?

1. Use the participant department current team structure, supported alongside current LEAN based methods, to develop a wider support structure to engage the team in creative thought. Everywhere and everyone are included.

2. To maintain this inclusivity, Innovation leads need to have the confidence to inspire and encourage ideas. Within this support, delivery need supported by like-minded networked teams has to be encouraged to enable innovative ideas to develop, tested and accepted for the best practice innovation to be diffused across the organisation.

3. Support good ideas and proposals by starting small and evolving innovations. Try to develop families of innovations (innovation with similar but fundamentally different benefits) or clusters of innovations so that development and delivery resources can be shared.

4. Test and Try. Adopt the good ones that return benefits and learn though those which do not get taken up. "**No blame, let us just encourage the gains**".

5. Make only evidence supported decisions: Record and regularly evaluate.

6. Engage technology as a tool to help and not the only solution. Re-use where possible the technology and processes we have. Continuous Improvement has its place but should never replace innovation.

7. Talk, Document, Present, Listen and Learn (Ta.D.Pre.L.L.): Innovation is something everyone can contribute too as well as learn from other innovators.

8. Acknowledge and importantly praise.

C1 Risk

- Links to E1 and A1
- Risk Aversion (Culture Change)
- Uncertainty Risks (Knowledge of Risks and Strategic Actions impacting on Risks)

6.8. Recommendations - Innovation management with Benefits & Risk

Fro economic observation It is clear to see that in the UK and most of the world the service sector as a whole plays a major role in any modern economy. Many Macro economic theories support the long held view that without a robust manufacturing sector, Services alone should not be relied upon too much, the 2008 Banking crisis definitely confirms this in practice. This in turn has led to academics and policy-makers attention being directed towards the role of productivity growth in the public sector. It is essential to examine the role of innovation in this productivity growth especially in the public sector if the challenges faced from current austerity restrictions hitting public service modernisation are to be mitigated.

However for some public sector organisations are still seen as ‘static bureaucracies in which new ideas are stifled’ (Windrum 2008). Exploring the barriers that innovators face within this public sector environment must be viewed as a good starting point to meet the challenges ahead.

Since the Blair Administration, consecutive UK Governments of all political persuasions have sought to develop internalised ‘self-consciousness’ concerning public sector (Mulgan and Albury 2003; see also Albury 2005).. In many ways it is still awaiting the fruits of their labour both in Local and National public services. Funding mechanism policies aimed at supporting public sector innovation in the UK, such as the *Invest to Save Budget* (ISB) with its ‘venture capital and innovative partnership approach for oiling the wheels of government’ saw some initial successes in improving the efficiency and effectiveness of public services. However these policies appear more effective in more affluent periods for the public purse while appear not to be meeting policy-makers full expectations under a governance controlled austerity treasury.

C2 Innovation Progress (Monitoring success etc)

- Idea Development
- Slow Roll-out (Senior management Responses
- Planning Restrictions (Trust & Honesty)
- Too Busy to Innovate
- Control over Future (Ability to Forecast)

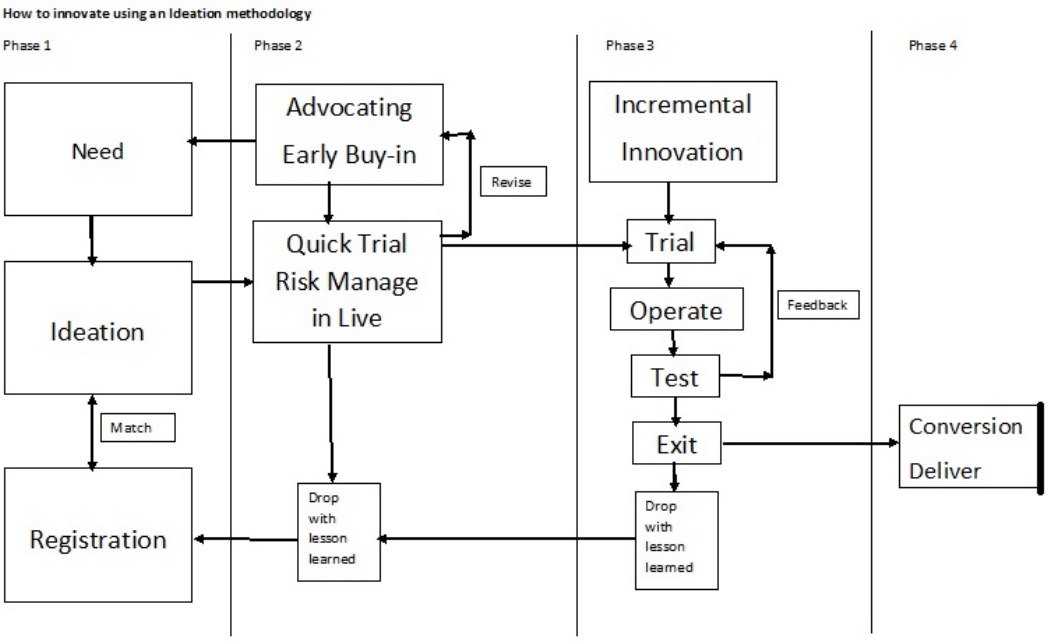


FIGURE 10: INNOVATION SEARCH, QUICK TRAILING AND INCREMENTAL IMPLEMENTATION.

6.9. How sure are we that these demands are actually meeting the needs of the customer?

By stretching this ideation conceptual framework (Figure 10), we have the opportunity to develop and target Innovation more efficiently through **Customer Need analysis**. This will enable us to support the customer to articulate their actual business need which will increase our capabilities to match innovative solutions, both technological and process reorganisation driven.

This “Need driven Innovation” would facilitate –

- Early buy-in and advocating of solutions
- Quick Risk managed trials
- “Live” on-line environment or “Sand-pit” (off-line IT testing architecture)
- Allowing lessons to be learned from solutions research exploring potential technologies from SMEs etc. so that a Wiki-register of future solution can be maintained and searched.

Adopting and adding a needs based approach would enable such focused innovative solutions to significantly contribute to Departmental “Cutting Edge” change as well as to the strategic space demanded by policy and our “Building the future strategy. By adopting Incremental Innovation we will be able to trial, test, operate and learn from innovative need solutions which realise real financial benefits piece by piece for reinvestment in further efficiencies. Akin to agile methodology used in IT application development, this iterative innovation process will assist savings to accumulate earlier in the innovation journey while generating reinvestment into potentially larger levels of benefit return for the business by looking to innovate while maintain a Minimum Viable Innovation Product to meet a need.

Need driven innovation must be viewed as an active process. By targeting and meeting tangible needs by reducing the time, effort and costs of innovation search and matching, the delivery organisation will be able to increase its efficiency further by targeting resources on need solutions rather than search and matching activities.

F1 Management and Change Behaviour

- Performance Innovation (Importance of Incremental and Small Innovation)
- Technological Innovation (Technological Innovation split from Process Innovation, Special Innovation and Operational Technology Inadequacies.
- Supporting Innovation Generation
- Management and Communications Behaviour (Too Busy, Change Blocking and Innovation Blocking)

Management behaviours and change behaviour currently appears to be hindering innovation rather than supporting its expansion. However with progress observed and evident from Senior Management a seed change appears to be starting to take root in innovation management. However it appears to be very slow and cautious.

Better challenge risk management and tackling incorrect change behaviours has the potential to resolve this.

6.10. Internal Factors (Public Sector and General)

G1 Gender, Race, Geographic location etc.

- Gender Behaviour; Differences re Innovation (Gender Bias: Quality Issues v Challenge)

G2 External Market Perceptions (Comparisons with Profit/Survival Driven Private Sector) linked to D1.1 External Information

- Impact

G3 Internal Delivery Pressure (Impact from External Delivery Pressure)

- Target Pressures
- Time Pressures (Innovation as a necessity to deliver)
- Actions to counter delivery pressure
- Political Pressure

G4 Funding and Resources

- Invest to benefit
- Plan (Honesty of Management)
- Austerity Impact (Wasted Funds, Better use of Resources, Skills? And Wasted Time)

Any innovation initiative will have to work despite diversity, market perceptions, delivery pressures, funding and resource issues. Therefore these barriers although appearing to be a constant feature must be tackled by effective management utilising the best resource profile available.

F2 Internal pressures: Diffusion Mechanism: Politics Recommendations, ideas etc.: Drive Efficiency/Savings in line with Governance of public purse and efficient public service delivery.

- Cross Government contact and Internal Innovation Diffusion
- Poor Time Response (Time Pressures and Education Impact)
- Internal Rumour
- Management and Communications Behaviour (Response: Trust & Transparency: Perception of Job or Role Security: and Poor Methods of Rejecting Innovation)

As with the cross government communications issue, poor internal networking, evident silo delivery, trust and transparency all appear to contribute to maintaining innovation barriers as deep rooted issues.

6.11. And Finally

By starting to understand the barriers evident in public services this study has put a lens up against our current understanding of the challenges ahead: to make the public sector a contributor to real innovation while improving public services.

7. APPENDIX 1: Template Analysis

Level 1		**level 2**		**level 3**	
Definition and understanding of what Innovation is	some have been kind enough to call innovative				
	I think the subject of innovation has become a "Problem Child" in the Boston Box strategy tool – Perhaps it needs invigorating.				
	Is the problem the fact that we do not have an accepted universal definition of innovation? Individual's views on what innovation means appears to be very subjective and down to their individual business responsibilities.				
		Mistaking processes that have not happen for a while as innovation	A colleague of mine was successful in gaining a sideways move to another area within IMS.		

Understand how to innovate			
To innovate you need a “need”, sponsor, an idea, some one to take it on, a tool to exploit it and the freedom and resources to make it happen.			
		Rewards & Recognition	**Industry Recognition**
	Also as innovation is liked by individuals to “reward” as this does not seem to happen a “Why should I” attitude appears to have spread across many public servants.	More opportunities a starting to trickle through at last	award last November from the industry for Service Innovation of the Year

	With the lack of obvious "purchased to innovate" projects, it appears from observations that the majority of individuals have their heads down just concentrating on the here & now.	There was a defined need; I had a senior sponsor; the idea had been prototyped; I was appointed to develop it, I had the business and Service Management knowledge; I had the co-operation of many of the contributors through their acceptance of the need and by using my own network; I had a tool to exploit the idea that was able to be deliver it to the intended audiences and it was capable of being used in the real world. Most importantly I was given the space and the freedom to develop it.
Identifying success		
My point is that for successful innovation you need all aspects to come together. Take away any one and the project would		

				Understanding	What does it matter if we innovate? (observation)
					The ability to innovate appears very “sticky” to change and very reliant on others providing the process and the plan.
					Business as usual means more of the same rather than challenging what we do.

					A case in point is the recent recruitment exercise. In many ways, it was an innovative approach which helped the process but had a negative impact on many who participated in the process. Innovation and creativity should always have a focus on the people delivering and the customers involved. Innovation which is detached such as this can mean the generation of little support for future innovation approaches.

			Interaction with other Performance improvement initiatives
			, it does not appear to have gotten to the heart of the engagement and innovation problem and only superficially handles Continuous Improvement issues. Transparency in output improvements appears very limited.
		Continuous Improvement	
Continuous Improvements currently in place appears to be covering up Innovation efforts meaning that there is a self	"Righting a long standing wrong" rather than actually undertaking innovation	Ever CI for many is a process that they want to steer well clear of as it questions the processes continuity and certainty.	

	innovation progress		**Public & Media Perception**		
I hate to burst your optimistic bubble I'm sitting here thinking back through my first week back and I'm struggling to think of any examples of innovation.	Everywhere appears to be the same in pockets, with sporadic imposed changes leading to Continuous innovation and little true innovation.		I often wonder what would be said if it became public knowledge that we have made do or have done nothing at all when any business worth it's salt would have taken advantage of clear		
					Ideas Generation
					We were recently asked about things that we would like in order to improve our working environment (I believe that some cash

			We seem to innovate from changes in process rather than from infrastructure”	Things are starting to change in OT and I suppose I could even describe this as innovation.
		Slow progress		
Not a great deal appears to be happening in innovation at all	There appears to be no dynamics in action.	Not a lot for me this week		

Planning restrictions			
key services will be and what type of thing gets done			Change appears now to be the focus with innovation on the “back burner” with change on slow slow mode.
		SMT Response	
		One thing is clear though: very little appears to be happening now. SMT have recognised this with a “make the boat go faster” statements utilising the Olympic model for improving medal chances four years before the 2012 London Olympics.	

		if they align it could be put down to luck rather than judgement.	no contingency for in-flight projects
	Honesty in meeting		
To say that we can't do things because we do not have money is not acceptable if there is clear evidence that we will be well into pocket within a reasonable period of time	not actually meeting the challenges		

Too Busy		**Control Future**	
Are people just too busy dealing with the change and daily output to have the capacity to be creative and to challenge what we do.		There is no point in encouraging innovation if you cannot control the future business environment to maximise	
	Forecasting need		
	And it definitely restricts innovation if you cannot foresee the business need		It appears that although change has been announced the same goes on and the opportunity to innovate is being lost.

	Risk aversion		
Managers and individuals appear to still be risk averse to trying new things	Change and its impacts appears very very slow, no riskassessed, and nothing radical …god forbid.		
			. I think people are so bogged down in how to cope with the ever changing world we live in that they have little energy /

			Any cultural change appears to be outside of our comfort zone and will involve accepting risks to change this. Have we the appetite for this risk?
		Sometimes takes unnecessary risks	
		have been a work around or the retention of the previous process to allow in-flight and new projects to move forward whilst the	
Some strategic	**knowledge of activity**		
digital services	I know there is a lot of workshops on the go for CF and Aspire SR10 design		

	Communications		
Communications needs to be involved	all of the key people have responded / reviewed,		
			the innovation drive seems to be in pockets

		Poor timely response	despite being given several weeks and having had a reminder.		
			No discussion, no activity and especially no communications		
			How do we know if innovation six month down the line is being implemented? We are not told anything.		
			but I have not heard anything since.		

SMT and management communication behaviour	**Rumour and stories**		
came down recently to update us on where he is at.	I've heard stories this week about the implementation of the Change Framework, the innovation of more competition and the people		
			time pressure?
		I’ve been horribly busy!	Is it lack of time?

Cross business contact			
Completed 2 days of presentations		The way that such problems are alerted to managers possibly needs some work.	Within communications, innovation and taking part in it only comes across on an occasional basis across the department. It does not appear to be well communicated and only impacts on the few.
	Security of role		
	Every time I hear this man speak I feel more secure		

	Spreading innovation	**Publicity?**	
	our communications do not seem to be geared for any type of diffusion activity.	Perhaps this information should be made available and it may act as a catalyst for other innovative suggestions.	appears dominated by change comms

		Staff Engagement
	Everyone staring into PC's doing their small piece of a pre arranged delivery plan with quiet subdued management comes across as a bit stayed and too quiet.	find it even harder to engage with innovation as they do not directly come across the strategy or the plans on the whole.
recognition and reward		
For those involved there are definite recognition issues. Not just in the sense of rewards or a bonus for delivery but in the sense of self recognition. There appears to be an inability to recognise actual innovation even if they are involved in delivering the changes		

			Questioning
They will definitely provoke discussion.	Maybe an opportunity to make a difference	How can we make it better?	How do we get the balance right? Is the reason something else?

What happened to our creative individuals?	Do we really need to have so many deadlines for 31st December?	Or will time tell?	A number of questions have been raised to me in my daily work and interaction with my manager.

	Reluctance to comment on views or get involved		
People chat but that is to be sociable and questioning what they do does not come into the equation of their day.	Blame culture?		Questions are being raised regarding how much of our change activity is actual innovation? How much is actually being done?
		Engage Creative	
		We need to make better use of “Geeks or whatever” who can bring blue sky approaches	

	Enthusiasm		
I agree that innovation is good	I see a desire to change and innovate in specific elements of staff.	Many won't put their head above the parapet which supports the low level of confidence view and the lack of management	Participation rates particularly low

	If individuals are enthusiastic then they contribute. However senior individuals involved in such innovative projects are	So it could be a fun ride	I love a bit of optimism
Transparency of staff			
I just do not see any active innovation and little desire to try it			

Innovation Process			
It is difficult to see where the innovation is coming from			
			Fragility of enthusiasm
	Those who should be involved are not always enthusiastic about being involved in innovation or the “take control yourself” approach being currently promoted. This is compounded by little desire to question the delivery processes in place as well as the lack of whole process knowledge to predict the impacts of proposed innovations.	However there is enthusiasm in pockets for real innovation. Maybe we have a chance to re-engage staff with this activity?	After a year and the merger the service was turned off. This dented my enthusiasm.

Process need to be put in place to both develop the tools and confidence to effectively challenge what we currently do.	Is there a process in place to follow to generate and develop innovation? It is the lack of process that appears to be impacting on individuals and managers confidence to participate within innovation	if we only carry out part of a process repeatedly, we can lose sight of the “whole” process and cannot, therefore, see flaws, overlap and so on (i.e. opportunities to improve the process).	Is IMS talking a good innovation process

Senior management Innovation champions / Sponsor			**Identification of Opportunities**
driven from above			Using phrases that make it clear that we can see opportunities for improvement should be viewed as a positive thing.
	Blockers	**Exploiting an opportunity**	
	We need to develop an agreed list of perceived blockers to this.	It met a need that the National Audit Office had highlighted for years and when we introduced the service they gave us two commendations	

		This I guess is due to the Change Champion who was driving Innovation at a strategic level left the department at Christmas.	overshadowed by an argument by two Directors during the meeting. It was clear that my sponsor was not interested and, as a
Charismatic Individuals	**Leadership**		
I actually have a lot of time for this man	But as a starter it needs leaders to fulfil the sponsorship role.		

				Honesty	he has pretty much fulfilled on his promises.
		SMT etc	The SMT and Excom with the ICT Strategy underpinning their activities see innovation as a way of resolving our problems.		

	The Senior Leadership highlighted the problem of creativity at the latest Cabinet Office IT conference. Their appear to be a desire at a senior level for public sector creativity to be improved especially by change our thinking towards the customers point of view. An external partnership has been developed with the Royal Academy of Art to assist in the regeneration of creativity within the public sector.
Action needs to be seen	
In the past you would see a director come and go within a year and never really see anything positive change.	

			Management
			Staff engagement is extremely low with managers keeping the lights on.
		Management decisions	
People want others to make the decisions	It is costly in resources, time, decision making stretch and just isn't transparent enough to think differently.	In my view, senior managers should say "no" on occasion (if what is being proposed is simply not viable or cannot be done in the expected timescale).	

		Individuals	**Teams**
		Improving the take up of innovation and the generation of ideas you need “outside the box thinkers” especially within the programmes supporting Team based innovation.	I see very little team based activity.
Opinions of Management	**Questioning Management**		
I would have more respect for senior managers if this were to be the case and I honestly believe that it would benefit the business.	I don’t mean this as a comment for my line manager, but more about our general planning and leadership expectations.		

	Organisation Culture and structure		
This reluctance to innovate appears to be part of our culture.	Once a course is set no matter how you influence or even alter the rudder the organisation is too big and set in its culture to alter its course.		
			Drive
			I kept trying (to innovate) by promoting the new capabilities

	Stability needed	**Challenge Culture**
It appears that without senior steer, low level management revert to type & bureaucratic culture.	I think you need a certain stability of organisation, leadership, infrastructure and business purpose to recover the business benefit from any innovation.	Our current capabilities and culture needs to be challenged (as in SR10)

		Lack of Influence
As for developing influence, there appears to be a hardcore will to innovate which must be viewed as a positive.	no influence at a grass roots level	More worryingly does external interaction with teams and with stakeholders and planners actually influence the course of the Civil Service Innovation implementation policies or is it like steering the Titanic?

	Change Culture	
	criticising processes can be viewed by managers as negative behaviour. The culture needs to change so that those who can see problems are encouraged to come forward.	
Wider behaviour change		**New organisation**
upon itself to run recycle stalls to get people interested and up to date with recycling in Alex house and at home as well.		I did try again with various topics but found that the new Department was more silo based, managed at a much more senior level than I had been used to and I did not have the grade or the co-operation from new colleagues to make it happen, even on a small scale.

	Managing and Behaviour Change			
changes to the management structure. How do we adapt to this. The changes at the top - what do these new people want from us and how will this change the way we work?	allowing inert structures, behaviours and processes to continue in their safe way.			
			Bureaucracy	
			bureaucratic underpinnings; I had to make sure that my study did not impinge on the innovation study	
				Innovation can only be improved with behaviour changes

			Performance Innovation
	competitive tendering could be said to be innovative	Performance Hub which will provide an escalation route between performance hubs	Think about it from customers' viewpoint
Small innovations are			
At my level, things like printer re fresh and pc upgrades are great things to see being carried out.			

			Technology innovation
		There still seems to be a view that technology and harnessing people based creativity are two different beasts	installed a large widescreen monitor in the foyer which displays rolling information. We used to just have a free standing whiteboard which most people used to ignore. Now many people actually stop and take in the information.
Operational technology	**Specialist innovation**		
.... It's hard to think about innovation when simple things don't work.Two weeks later I still don't have any access to the computer systems I need to do my job.Its very frustrating!	we had a green week		

	Is change a blocker		
Has standardisation diminished our ability to come up with new ideas or adopt new processes as defined by innovation?	Is our concentration on our change activity crowding out the little amount of Innovation activity we were undertaking?		
		IT split from General	
		Documents	not being universally well received or used to its full capability. Why….I just do not know.

Delivery pressures		**Recommendations**			
The drive for competition lead to projects being forced down that route before the process had been finalised (causing confusion and irritation to customers).		It needs more team and cross team networking. Discussion and challenges about what is wrong need to be introduced into our daily work. Innovation support has to be visible and on-going showing			
				Changes being identified	
				I'm starting to recognise a pattern of December being very busy	Change Programme is deliberately risk averse (Presentation)

Counter the delivery pressures			**Time Pressure**
we must not get ahead of ourselves and should only move to a new process/system when it is ready.		There is the will to innovate but there appears to be no breathing spaces to do anything.	Grrrrrr – getting slots in diaries! Nightmare!
	Innovation as a necessity		
	am having to work out alternative approach instead.		

Gender and Race Issues		
Is there a gender difference when it comes to the HMRC when looking at the environment innovation is expected to develop? At lower grade level there appears to be a high percentage of female colleagues within the HMRC but male colleagues seem to provide more overt enthusiasm for innovation and idea generation.		
		Political Pressure
		Ministerial activities and the "we must do it immediately without question regardless of the consequences" attitude

External Market Perception			
I cannot see how the Private Sector would put up with this.			
			Behaviour Differences?
			Gender though is thought to have no impact and be a-neutral when innovation is concerned however the Public Sector does have a higher than average female workforce.
		Quality Focus V	
		focused on quality rather than risky innovation?	

Funding & Resources			
Not spending money can be counter-productive			direct mirror to those who in the private sector fail to embrace unrelenting innovation as a survival technique report quote).
		Impacts in the external world	
		I don't think we're alone in this. We've just had a conversation about the Jessop's announcement. There is a business view that they were unable to adapt to the innovation of camera phones and the fact that there would be less demand for traditional cameras.	

			Impacts on resources
			Although I must point out that their have been staff reductions
Relying on Externally	**Wasting time**	**Wasting funds**	
Two years later we employed some Consultants	time consuming frustrations	now have non-refundable rail tickets with no travel in sight!	

Better use of skills and resources	**Skills and Promotion**
moving away from the existing team structure to move to a virtual team structure focussing on supporting Functional Units to implement the changes. This means a number of staff moving away from their current jobs, much of which was focussed on routine assurance (e.g. making sure managers were doing what they were supposed to and updating Staff-in-Post information) to new more challenging work. Although many of the staff have expressed a desire to move away from this routine work, the challenge of learning new skills and in some cases talking to customers and colleagues will be uncomfortable.	As the organisation is changing, I was asked to be an 'independent' in one of the current sifting exercises – and I think because there haven't been that many promotion opportunities in recent years

	Invest to benefit needed	**Resource Plan needed**
	What I mean is that, if a business case shows that spending a quid could save or bring in yield worth ten times the initial outlay, we must have a process to give them due consideration.	know what resources or tools will be available for innovators to use to develop and deliver new products

7.1. Active Innovators

	Level 1		level 2		level 3	
1	**Citizen Perceptions**	"citizens" will always feel				
			Media	plenty of news stories		
					Regulations & Culture	confidentiality rules we are unable to provide a clear and accurate responses
			Opinion of Dept	Up until recently most people always thought that department was "against"		

	2				
	Organisation Culture and structure				
Nature of the work we do			**Service Improving**	**Service Poor**	**Communications & Publicity**
I do not feel that free range would be given due to worry for possible consequences due to the nature of work we do			until they needed some assistance when they generally praised the customer service and care that the department afforded them.	one very arrogantly assumed that systems could not possibly be wrong	a bit slow on reporting the good work

No Blame culture?	**Trust Employer?**	**Responsive Employer Behaviour**	**Political Pressure**
I believe we now have a no blame culture within the department	Whether they then act on the suggestions is another matter.	but I think that the department is now listening to suggestions from it's employees. After all, it is us doing the job.	Project professionals realised that the failure of a project that has been governed correctly is sometimes unavoidable but the stakes are sometimes so high due to the political aspects of the department that even bad projects are not allowed to fail.

	‘freedon to fail’
I am not sure about the “freedom to fail” statement	However I think changes suggested on forms etc are considered and some are adopted but there appears to be multiple ‘devils advocates’ who restrict the ‘freedon to fail’ ethos.

I would have said ‘rarely’ previously, but with the new ideas being implemented through "internal initiatives", I can see, albeit slight, changes being made based on user suggestion	Failure of a project is always regarded as failure of the individual and leads to a lack of responsibility for the making of decisions and the attempt to apportion blame on others.

Poor Reporting & Governance		
See Innovation Process		
	Innovation Bureaucracy	
	I have tracked the idea and note that an assortment of individuals have looked at it but not understood it	I am undecided on this one. I dont think we adopt every idea no matter what I think there is a selection process.

4			3	
Communications			**Risk aversion**	
I submitted a new idea to “scheme” 04/01/13 and have yet to receive a response.			Its decisions always seemed to be connected to strategy and risk with resource coming into play at a later stage	
		Risk Aversion in Culture		
		the department has engendered an extremely risk averse culture.		

Management & SMT responses	**Poor explanation of rejection**	**Education & Learning**
I wrote a letter to SMT. I think that was 8 months ago, and still have not received the go ahead	Unbelievably Dept "A" did not accept their offer. I pursued the matter but did not get an acceptable answer as to why and the reason I did get showed the decision taker likely had a very poor understanding of the issue. 2 years later I again pursued the matter.	As with previous question I have no way of knowing whether this always happens

5			
Managing Change			
		Idea Transparency	**Trust in Communications**
		I also feel that a lot of good ideas go un heard	We are not always made fully aware of the department's decisions or the reasons for them

Delivery pressures			
			Technology innovation
		Operational technology inadequaties/failures	
		The intranet is still poor at identifying the correct contacts to forward both ideas and general concerns	

	6			
	Staff Perceptions & Engagement			
	experienced a mixed response			
Service Improving				**Target Pressure**
The general opinion is that we are responding better but we are not there yet.			and also due to targets/turnaround times being affected.	Organisation where meeting targets is the only mantra and criteria for “success”.

Gov Infrastructure		**Service Poor**
requires funding and resources which are not available, current technology would not support the changes/upgrades.		delays and frustration and inconvenience to those expecting a timely reply
	Poor Procedures	
	correspondence sent has not arrived on site or has gone missing before ever having reached our area or even after it has reached our area and has been logged onto the system.	

	7		
	Understand how to innovate		
	I have always found that Agency "A" have acknowledged ideas and always seem to ensure people consider them		
Idea Generation and testing			**Enthusiasm**
but there are good examples that we try new ways of working and are free to suggest the same			I actually went outside of dept "A" & contacted the local council myself to find out what was going on with my idea, as I'd heard nothing back

					Knowledge for Innovation	I simply propose a variation to one of our existing forms! –"never heard of this form".
					Understanding innovations impact	but sometimes if things aren't put right or identifed early enough as not working has a negartive effect on how as a department we are viewed by the general public.

	8
	Interaction with other Performance improvement initiatives and current Innovvation schemes
	Our "Initiative A" meetings are another forum to pass ideas for change forward. Results have been mixed with some good ideas being shot down further up the management line because they appear not to suit that manager's own agenda. But the principal that new ideas are encouraged remains firmly in place.
Continuous Improvement	
Concerns with SPDs (guidance) are also logged and evaluated to constantly try and improve the way in which different processes are worked, again to improve efficiency and overall taxpayer satisfaction. Use of the 3Cs document and problem solve sessions have the potential to involve staff members at all levels, to gain an overall business view on the issues raised.	

	Ideas Generation	
	New ideas from newly recruited staff are encouraged as they bring in a fresh approach to the way processes are worked within the business and can therefore have the potential to improve business efficiency and customer satisfaction	
Unorthodox sources of innovation		**Standardisation v Mavericks**
Some ideas do appear to come from unusual sources		There is a huge dichotomy between telling people they have to continually improve and innovate on one hand, and then on the other that “there is one way to do things – our way” and branding people who disagree or find other ways as mavericks.

Innovation Frustration		**Innovation aparhy**
see enthusiam	It makes more work for some, and if they know how to do something, then why change.	As staff members who may have been working a process for a long period of time may just become accustom to how it works and not be aware of potential areas to improve.

Current Innovation schemes and support	
I don't know if careful consideration is given, because personally I've had to hammer home the point via repeated E-Mails to ensure understanding by my seniors (who earn a lot more money than I) on what I would consider as basic issues. I have been pursuing one matter for 3 perhaps 4 years.	
	I have pursued the matter by other means (estates efficiency cost savings funds) but had to keep "pushing" to be able to do this (which is very tiring). I believe I'm capable but am not given the remit to achieve this simple matter. It's soul destroying and I presume due to someone in the chain not having the understanding to

	innovation progress		
	New ideas are encouraged		
Identification of Opportunities			
Overall there are plenty of opportunities for new ideas to be published and they are actively encouraged.			
			Trust in Innovation
			"Some Innovations" come... with one sided intentions. Where allowances are given it is often the honest taxpayer who suffers.

		9		
		Innovation Process		
	Once a new idea comes to light there are sufficient processes for it to go through for example, best practise, 3Cs, forums, fresh thinking, daily cascades and problem solves.	The problem with ideas is that sometimes the process to forward ideas is not easy.		
SMT responses				**Planning restrictions**
See Communications				when they fit in with the organisation's own systems/plans.

Manager's time	**Idea Category guidance?**	**Identification of Opportunities**
and FLM's, I don't believe have the time to deal with questions regards practices and ideas on them.	Careful consideration, well various projects, customer demand etc have certain criteria that you need to make the idea fit into, for it to be then looked at,	These processes allow for new ideas/methods of work to be trialled and more importantly for feedback on the new processes to be gathered. Using these methods also allows for the progress of the new ideas to be monitored.

			Management understanding	not understanding what it means to actually do the work,		
				I feel that there is resistance to ideas due to a lack of understanding and also the way things are done.		
					Trust in Senior management	There is a distinct lack of trust in senior management

		Management decisions
That said, I do recall many years ago, they took on board an idea from an AA, that it would be easier to NOT use Alpha numerical order in District Reference filing. They surprisingly trialled this, but as was clear from outset, it was not persevered with.	and that they make their decisions in isolation of the facts of life.	In my opinion/experience projects are undertaken even though senior management already know the answer that they want and the project will continue until that answer is given – so whether that preconceived answer fails or succeeds there is no scope for any alternative

			Poor Reporting & Governance	This can and does lead to incorrect reporting and incomplete governance. If we are to truly innovate to a successful and efficient future this attitude needs to change.		

7.2. Inactive in Innovation

	Level 1		level 2		level 3	
	Citizen Perceptions	From the surveys we conduct we receive feedback, both positive and negative				
		Certain groups will hold a different view dependant on their interaction level and frequency of interaction.				
			Media	As the citizens get the views of the department from the media it is not surprising we appear unresponsive. We get a bad press.		
				General perception, fuelled by negative press, is largely negative.		

Opinion of Dept	
The very nature of our prime purpose is unlikely to make most people pre-disposed towards a positive perception of the Department.	
	Regulations & Culture
	On the other hand, we ought to be giving the impression of a more personalised interaction, based on intelligent rules and their application based on our knowledge of each customer.

Service Poor	**Communications & Publicity**
We have not provided a good enough customer response to basic services (like answering the telephone) and we know there is a strong correlation between these basic issues and citizen/customer perceptions of responsiveness	Yes we have a 'Customer Strategy' but very few of our customers would have any awareness of this.

	Service Improving	
making significant inroads into the improvement of the 'Customer Journey'	Now calls are being answered more quickly we may see improvement.	
		Slow to change
		I would have to answer that I DON'T KNOW, but I would imagine that our real customers (individuals and businesses) would see our services as slow to adapt.

		Compared to external bodies			
		behind other private sector organisations (e.g. Banks) in being responsive to customer needs.			
				people using our services are sometimes surprised and pleased by our responses.	I think we have been better in this space over the last few years and still have some work to do

			Department values
		It has to make tough decisions from time to time. It is accountable to Government and the Taxpayer, to be as efficient as possible, but I think it's as fair as it can be.	I cannot think of anything that I consider, concern myself with or am involved in, that the department hasn't tried to tackle in some shape or form.

	Staff Perceptions & Engagement	
	an ingrained ‘negative’ image and there’s always going to be occasions where we have been pro active in responding to a query from our customers but they either don’t agree with the response of feel it should have been quicker.	
Service Improving		
I think it is something we are getting better at.		

	Political Pressure				
a government department which is primarily here to action the policies of HM Gov.	Because our political masters under-resource the Department and then tell the country that we provide a crap service				
			Gov Infrastructure	**Service Poor**	
			there is still a great deal of work to be done – not least being in the rolling out of on-line self serve services	but also some that was so bad I was appalled by it.	As a customer of the Department myself, I have experienced some very good service

	Managing Change	
	genuine intentions on the part of Dapt "A" to take on board feedback and suggestions but the pace at which it is able to change is rather slow.	
Reactive to needs		
Personally, I would worry if an authority such as ours were continually modifying their services in light of the latest public reactions.		

					Departments Responsiveness	I think it does respond. It needs to.
						It might not always be the response that everyone would like or expect
						I have no evidence for this but I guess the majority of the British Public would not expect Dept "A" to be responsive to their needs.

7.3. Discussion Board

2	**Organisation Culture and structure**	I'd also argue that although many organisations talk about empowering people, in reallity they don't.				
			Creative individuals	There has been no place for non-conformists, odd-balls, challengers of the status quo, eccentrics, free thinkers or disagreement.		
			Credit and Recognition	Better and real engagement is called for. Credit and recognition should be given where its due - and who knows where that is? Maybe reward has a place in the system?		
				Incentives would contribute.		

Risk aversion		
I've have witnessed a distinct risk aversion to placing decision making, and therefore trust, where it belongs in a number of organisations.		
		Pioneer Environment
	...so how about a pioneering environment (people, places & technology) in which we just do it. it neednt just be Dept "A" either - no process, expectation or analysis - just action.	Maybe this is where our suppliers/partners (and their forums - CDG?) can help - support us with that pioneer environment - bring it nearer to us. I often hear we could try/do loads of things 'if only we have a server to put it on'...

	For the overly risk adverse create a pioneering environment - try, ideas and good ones will rise to the top and can be fed over a fence to a settlers environment (governance/process). Accept lots will wither, and believe some will flourish.	: I suspect that the operational staff in the BBC knew what they wereabout , how to manage risk and act professionally.
Political Risk		
as long as we have Ministers who fear *any* kind of negative publicity I suspect we'll never have innovation without the constraints both mention. Minsiters - and I suspect their advisors and senior civil servants - are too risk averse.		

			1
			Innovation Process
Innovation in HMRC should be covered by PaceSetter processes.	The thing is, we can't mandate or force effective innovation, can we?	For a long time our people have been constrained to think within the rules, the process, the contract, the code, the behaviours, the guide.	In recent times "skunk works" became a dirty word but it still has a place in an enterprise this size.

Skills	**External Innovation**		**Relationship with existing innovation schemes**
Re skills and desires, Yes, absolutely. By smart working and in collaboration with our business customers and suppliers we can and will do more great things. Its already part of our jobs to look for better ways of supporting our busines customers and the citizen. it tends to happen naturally anyway. The process to harness that, now we have competition and loss of exclusivity gives us an excelent opportunity. but then I would say that wouldnt I :-)	Externally-provided innovation doesn't have to Involve additional cost - it can actually save money "PC on a stick" would be a good example	get involved with "Scheme"	If I would want to innovate I would use whatever there is once the Angels and Dragons were put to sleep.

			Innovation Definition
It's doing Fings Different.	Depends what you mean by that word. I'm sure section E have their use of the word but the simple definition I like is : 'A new method, idea, product, etc'.	Innovation is very much like change in general, its value is determined by whether or not it results in more progress towards where you want to be than it consumes in resources.	We seem to spend a lot of time trying to label innovation and trying to put governance and process and measures around it - and very little time just doing it.

Relationship with BAU	**Impact of Talent**	**Senior management Innovation champions / Sponsor**	
Innovation is absolutely the way forward poviding we give as much effort/interest to keeping the lights on even when those 'lights' are no longer sexy!	There has been little influx of new blood into Section E or into Dept "A" so we are probably lagging behind in calling for the capabilities that young and vibrant organisations demand. I believe the talent is still there but is dormant whilst those talents are not valued.	You can start with CIO's stick. Tends to suggest that anything is possible, all constraints are there to be tested (beyond the limit). If it saves money anything is possible.	Finding better ways of doing things

		Identification of Opportunities
Innovation can arise out of mistakes(eg the post-it note), Business process re-enginerring (car insurance), necessity (the WW2 jeep) or a drive for market share (most of the IT gadgets).	Can we have boring IT and Innovation? Perhaps there needs to be a seperation from BAU which is boring and back office R&D which is radical and innovates.	Users have always innovated with whatever they had to hand or could get their hands on. Many of us got into section E (or its predecessors) because they stretched the boundaries. We used to have an officially recognised tactical solutions area and plenty of us still remain just waiting for our talents to be called upon.

	Not a lot stopping me from innovating. But we don't need chaos, non-standard, inconsistent, ilegal, etc, etc So the trick is when is innovation made BAU - After all we want IT to be boring!	Innovation's about doing something different/new, rather than improving what we do.	Maybe a little more JDI is needed. Dont over analyse, be willing to try and fail.
Innovation responsibility			
Innovation is a Cabinet Office responsibility....			

		Blockers
Spending so much time making enforced changes work and reluctance of others to accept any change that they did not initiate.	Oh, and can people STOP 'innovating' the forms and tools we have to use. Why we need a Risk Register xls that is over 2 meg before it's even populated and takes 5 minutes to save?? And as for the change request forms ...	There's always blockers to innovation and they are normally the owners of current ways of working etc.

Management understanding	**Innovation time**	**Current Innovations**	
: I recognise and understand the fear. But it is overcome by commitment to the team. Leaving people in limbo is just not on.	Given Time to innovate would contribute	No not at all. The Aspire Contract, IE8, Mobile apps, green IT, remote & mobile working, SAP etc etc etc. ...also innovation isnt only IT. there's some great work going on at many levels between IMS, Change and line of business. HR is especially refreshing.	
			Stability
			So; a truly innovative idea - let's allow what we do to stabilise for a while...then improve where needed.

This was because managers aparently spent most of their time on initiatives that never materialised and informing the lower orders of things they already knew and not giving them direction about things that they did not know.	The reasoning behind can be varied, though one of the prime elements is managers not knowing what level of decisions they are actually empowered to make and therefore taking a default stance of defering decision making to a higher power. In every oprganisation I have worked for the real decision makers is made up of very few people.

Improving decision making	**Prior Comms**
Interestingly, there is some research that suggests that you can improve your decision making if you take fewer of them (almost as if there is a limited number of decision you can take). So the suggestion is to cut our the trivial decision making to keep your mind clear for the important ones.	For me its not about the decsions its about the relationships we have as teams and the discussion and communication that takes place prior to making descisions that's important.

apart from the movers and shakers in a business who made an impact, you could remove a whole strata of management and the operations would probably run faster and better.	: I have had some great managers who let me get on with it, yet are there when I need them. They have also shown me ways to deal with indecisiveness, such as ignore it and make the decision yourself, or look for ways to stir things up a bit.

I reckon there's loads of areas in Section E that could be made that little bit 'leaner'. Then if someone can't make those decisions who should be doing so - it's a simple case of Needs Improvement and on yer bike if you can't shape up.	Still time for a review and lessons learned....

Management decisions	**Trust in Senior management**
It was argued that research indicated that as many as 48% of managers were incapable or afraid to make decisions, primarily as they didn't want to be seen in a bad light if they got it wrong or take the consequences for a flawed decision. I thought that this was quite a stunning (and awful) revelation if the research was indeed accurate.	do senior managers let go and trust their managers to make key decisions?

Question is whether the inability to make decisions is a function of what you describe, i.e., lack of empowerment, fear of making mistakes, etc., or just temperament. I know a lot of people who are incapable of making decisions in their private lives, too - red wine or white, Spain or Italy, Cheshire or Wensleydale...	I'd argue that the figure of 48% is actually low. Most of the managers I've worked for, and been around (both in private and public sector) don't make many decisions, but take it up the chain. Though the remit of 'decisions' covers a massive range.

this is what may be referred to as delayering which has been undertaken in many organistions. And whilst there are benefits there are also dangers - the recent Newsnight issues at the Beeb for instance - I have seen it said that, though there were clearly errors by individuals, some of the controls and checks that may have been expected by additional management levels were lost through some of their enforced cutbacks.	I was at an Employment Law conference on Thursday and the solicitors were advising that managers should document every decision they make! My view is that is impossible as managers make hundereds of decisons and actually its quite a sad state of affairs if we give that advice.

: I heard that in the latest Beeb issue, each layer of management just referred the decision-making upwards! What point is that?	However, the management layers depleted or otherwise just created confusion, uncertainty and an illusion of control

Poor Reporting & Governance	
The metric I would like to see is how much innovation do our suppliers deliver per annum and how £ does it save, what are the capability benefits and what improvements to customer service does it deliver?	
	Chocolate fire-guards. Dept "A" re-layered B and it made my job harder. At least I didn't have to suffer Systen C though.

7.4. Hotseat questioning to SMT

Staff Engagement	As a business we have not always been good at either encouraging this or making it happen.				
		Questioning	I think it is safe to challenge the way things are done in HMRC ……only 24% of LC staff made a positive reply, which is 5 points worse than the rest of HMRC and 20 points worse than high performing units. So what do you think about that?		
			It's important that people have an opportunity to contribute to new ways of working by challenging ideas both during their development and once implemented input their operational experience through continuous improvement.		

Organisation Culture and structure	
So I would like to ask, do you think this is a problem of the long handled screwdriver with too much control, too much analysis, too much bureaucracy and a tayloristic automaton approach to most of what we do.	
	Trust
	A successful organisation must be open to challenge and it's clear that we need to work harder on how we engage with each other and develop our leadership skills to continually create an environment of openness and trust.

		Can you offer us some assurance that empowerment will continue to be high on your agenda? Argyris wisely noted that there can be no empowerment if the environment is foolproof. When organisations or leaders create tight systems and processes they also create compliance - the antithesis of empowerment. A hole that we have dug ourselves into - is that the nub of our problem?
	Change Culture	
From the perspective of staff at lower levels it is difficult to discern what many of the changes are intended to achieve, and where we are going. There simply does not seem to be an adequate plan of action	the People Survey shows a general disquiet about the management of change	

		we need to look across the whole department and consider the impact of any changes we plan on everyone	I know that Dept "A" has had its fair share of upheavals and that there has been a lot of change, not just at the top, but at every level of the organisation.	we could manage and communicate change better and that it's important for you to understand the reasons behind the change.
	Change frustration			
change is subjective – it all depends who you are and what your particular experience is.	Change processes can be frustrating			

				Innovation Process
				In terms of speeding up the process, as you suggest, we are recruiting an additional team member to deal with Fresh Thinking. And I'd take this opportunity to ask people to continue to volunteer as evaluators, as the more we have the quicker the process will become. We are also looking at using Community forum to help speed up the evaluation process.
Relationship with existing innovation schemes				
I'm aware we had some problems with Outlook when you submitted your idea, meaning our automated acknowledgement email service worked intermittently. I understand that you brought this to our attention via Community forum and that the scheme team provided you with email updates of the progress of your own idea				

Identification of Opportunities		
Hire more staff? ...After all some of these well thought ideas could make substantial difference in improving costs, productivity and quality.	We will continue to deliver a large part of our change through Lean and importantly this technique will support both top-down and bottom-up change.	We've set ourselves a challenging 100% target for providing timely feedback and we are working hard to achieve this. I do appreciate at times it can look like ideas being put on hold, but there is a lot of evaluation and implementation work going on behind the scenes, with some ideas taking longer than others to evaluate. However, the visual approach adopted seems to be working, as it allows people to check how their ideas are progressing.

Innovation time and delays		
How does the organisation expect its staff to be motivated and feel they can make a difference if their ideas are simply held for many months and nothing is done or any feedback received?		
	Blockers	**Innovation responsibility**
	Recently I posted a question regarding an idea to improve productivity. It was met with a reply showing great enthusiasm and recommended that I post on "scheme". I followed these directions, but after investigating further, I realised that many ideas people are posting are taking many months and even then nothing seems to have progressed.	

	Management understanding and motivation	
	A root cause perhaps that could start the chain reaction leading to 85% not inspired, 86% not motivated, 82% not proud, 94% thinking change is for the worst and 76% being afraid to challenge. All of this despite PaceSetter which is primarily about encouraging the involvement of all staff.	I'm aware there can be some delays, but surely something can be improved to speed-up the process?
Improving decision making		
Here are your resources, here are your objectives, now work with your people and deliver! (with minimal control)		

					If you take decision making capability away from people you are saying 'you can't make that decision, you're not capable of making that decision, you'll make the wrong decision'. That is very damaging psychologically which is perhaps another explanation for the poor survey results, too many damaged people!
					de-layer its management spines and the Lean philosophy provide the right environment to continue to make progress and will help empower our staff, I am sure.

		Trust in Senior management
“Is change inevitable? Can we stand still?” I think it is inevitable – and I agree with you, we must trust our staff to do their jobs and be able to make decisions, especially about their own work.	We seem afraid however to trust our operational managers to do that and that fear is crippling all of us.	solved by providing more freedom of action, more trust, more mutual understanding within the overall intent of our leaders?

	Management decisions
decision-making is a root cause of the lack of engagement	87% do not feel they have the opportunity to contribute to decision making

accountable for how we do that: so we do need to strike the right balance between empowering people to take decisions, and assuring ourselves as an organisation that those decisions are taken within a robust framework.	Firstly I do want to say that while I acknowledge our scores are still low, I am pleased with aspects of the survey results and in particular the fact so many people participated and the fact that the results are moving in the right direction.

					Importantly we must also be able to demonstrate that we are making consistent decisions for customers in like circumstances across the UK. So realistically there do have to be practices and guidelines within which we all operate to apply the law.

7.5. Data Sheet Discussions

		What do you think innovation is in the Dept C?		What would help you contribute to innovation?
		Considering, devising, implementing new and novel ways of doing things, or something new, to the benefit of staff, customers and DEPT C		A simple process, effective and efficient feedback and the knowledge that ideas are fully considered by the right people and have a chance of being implemented
		Innovation is either developing new tools or using existing tools in a new way that enable us to better understand our 'customer' behaviour – whether this be assisting Tax Credit customers, understand trends in behaviour to reduce Dept C IT downtime, improve staff morale or highlight patterns of non-compliance in individuals/groups.		The opportunity to have an honest conversation by senior managers when suggesting ways that the business needs to develop to ensure we do not create a tax gap unnecessarily; the ability to make ideas that could revolutionise innovation as simple as possible but allow for complex or abstract ideas to be included in this.

		Sorry for delay in responding I have been on leave and its been taking me a while to get through the mountain of emails. In respect of your questions I will respond to each one independently:
Within DEPT C innovation is people finding new ways to deliver our business that are more effective.	Using the best people and systems to make the business be more streamlined and productive	I think innovation in Dept C is ways to do things better, in respect of time, cost, and improved quality and experience for our customers. Innovation can be one of these or cover them all. It's about coming up with ideas outside the box and not be stereo typed by procedures and the 'way we use to do' mentality.
I think space to experiment (and confidence to fail) helps to encourage innovation.	The knowledge that any idea you have might be utilised	What would help me would be more time! Maybe improve networking to Allow innovation groups to be set up to identify ideas and then a process in place to work with these ideas and take them forward. A better and easier reward system to help motivate as well.

Doing something in a new/different way. Using new tools and/or technology. Working with different people and then sharing the results. Learning from and building on the experience.	Personally I think innovation within DEPT C is looking at ways in which we can work better as a unit. Implanting better working initiatives which have a benefit to out staff and customers	I think innovation within DEPT C is recognising success in new/ more efficient ways of processing in a specific area of work. DEPT C innovation must also recognise the importance of encouraging best practises through the office to enhance more efficient working strategies.
In my work area there is nothing to stop me being innovative - apart from my own lack of imagination/confidence. My manager encourages and supports innovation and challenge.	I help contribute my ideas to innovations I have but I feel that more staff would engage if there was more recognition for their input especially at times of austerity.	More encouragement/recognition of success and development within the office. As this may encourage others to look out for best practises/recognise successes. Having the chance to trial innovative ways of working, rather than having a new idea ignored/rejected, because it shows change and steps away from the norm way of working.

Apologies if what I have written is a bit vague, and I am happy to assist further if anything is unclear And if you really need me to think about innovations since Jan this year (you will seed I have wimped out a bit) I will address it further!	
I would be content with the OED definition, which is “The action of innovating; the introduction of novelties; the alteration of what is established by the introduction of new elements or forms” with “innovate” being “To change (a thing) into something new; to alter; to renew”. This could mean wholesale changes to how things are done or by whom, or small individual or team process or similar changes.	Something that comes down from the Cabinet Office (only partially tongue in cheek). Something that can save resource/money. Rather than improving service. (The times we live in).
More time to think!	If I had an up to date tool (A collaboration tool; any would do!) to use that had a future. No point spending time creating something new if section E is not signed up to the tool. Better service leadership? I miss the openness of "CIO". Better service governance and Better service leadership would recognise good ideas, sponsor them and provide a strategic governance/decision making framework. For e.g. my request to have a cross Section E strategic governance board went nowhere. As a consequence I maintain the Catalogue but have been unable to get information from across Section E

The ability to adapt using a new or different thought process compared to what has come before. Foresight in looking ahead to evaluate threat, our work, how we work, change and environment that causes these. Also the knowledge to see the way things were, how they are, and how they can change. Taking the Newton's cradle approach. Seeing not just what we contact with, influencing us but also what instigated that, what made that occur. We need to see out, farther, down the line. What made us move, what did we move, what do we want to move. Understanding this, leads to innovation. To be capable of improvising with what we have, to get the best from it, or understanding what we could have, with change of how we operate.
I can't really answer this, as I already have, with noticeable time spent on ideas via various avenues (various managers, E-Mails to government, Fresh ideas, Customer demand process, The "Why" notice board, ESS reinvestment suggestion forms). For some, perhaps a financial incentive would work, although that wouldn't change anything for me, and there is already something like this and you can be nominated for it. If ideas prove successful then no doubt this would be used as competencies in PDE's so there would be the promotional financial aspect there, so I don't know if anything additional would assist. The idea of an idea is simple (as in to instigate a process, "we'll do this and get some suggestions in"), but to have a spark appear somewhere and be ready to nurture and encourage that idea isn't. As always it would be the managers at the front line who would be there to advertise, build up and get people to take part, but they only have so much time. Which is taken up with general administration of their teams.

I think that this is finding new ways of working - improving the process	A means to achieve the impossible*, cheaply and quickly. *as previously considered impossible but not actually so	Considering the potential of less obvious ways and ideas to meet our strategic objectives. Sometimes a fresh pair of eyes, industry knowledge or just a 'light bulb' moment.	Teams working together to develop solutions to problems that we face, either on a daily basis in our own workplace, or as part of a project team introducing something at a macro level that has wider benefits outside the team.
I feel that everyone should contribute as a matter of course. We don't do it for a reward.	The ability to confidently know and understand the boundaries within which changes can be made.....or, knowing where the brick walls are so we don't waste time only to hurt ourselves on impact - and.....knowing which of the brick walls we are actively being encouraged and supported to break through or even knock down completely	I'm lucky in that my job allows me to be a bit more creative than some with my ideas. BPR looks for innovation to drive more transformational/radical opportunities. But I could still do with having more thinking time and not be pressured into coming up ideas just to meet unrealistic deadlines.	Knowing about the plans (where relevant) and being encouraged to contribute. I believe this is already the case.

	You asked for it!	
Innovation in Dept A, in my opinion, is the process whereby any individual can raise ideas for positive change and have them adopted for wider use to the benefit of all. At least, that is the theory. Innovation in action can go much further. Our dealings with customers and helping them meet their obligations is changing for the better as an assortment of innovative new systems are developed.	I think it is the front line officers / users identifying faults/suggesting improvements which will benefit the dept and customers	Innovation generally refers to renewing, changing or creating more effective processes, products or ways of doing things.
Contributing to innovation on a personal level takes time. The departmental strategy for seeking to achieve "more for less" means that there is less time available to formulate, document and forward the innovations that would save time. Give me TIME to break this cycle.		Supportive management is very important. Indeed, they may ask for new ideas and encourage people to come forward if they can see that improvements can/must be made. If this is the case, people feel comfortable to make suggestions, especially if they don't have to worry about taking time out to consider possible improvements. If people are given the opportunity to contribute they should use it. Changes can be difficult to introduce so getting people involved in the improvements will really help changes to be accepted – Create the right environment.

	Innovation in Dept C is given lip service. I hope that my answers below gives you some insight into how Dept C works (or does not work) as the case may be.
I think innovation is something that we'd like to have but we still have so many blocks in place that I don't think we can truly be innovative, not just technology wise but also lots of those on those in power and that hold the budgets are nervous about being innovative.	Innovation in Dept C is given lip service. I hope that my answers below gives you some insight into how Dept C works (or does not work) as the case may be. Innovation is promoted by Senior Management in literature and at Team Meetings. However, whilst Operational Staff at lower grades are encouraged to offer new and better ways of doing things, we are often told there are monetary considerations/other restraints/or it is being looked at
I try all the time in my role and have been able to make small steps within our team but Dept C wide I don't think so.	Management actually listening to Operational staff BEFORE making changes. Listening to experienced staff that have been doing the job and not viewing every objection staff makes during consultation as negative because they want their own preconceived plans to proceed. Dept C remains Prescriptive not Innovative.

I think it is anything that is new to that team, group, business or project. It is certainly not continuous improvement or invention. It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.
An innovative minded manager, more flexibility in what I can do to improve delivery by trying "stuff" without being negatively judged if things do not go to plan. We need a non-judgemental learning culture that understands our current jobs, roles and delivery goals and the resources to do it. I also feel that we lack incentives to innovate. It is almost impossible unless you are part of the gang to get promoted, challenges are frowned upon and innovators are treated as oddities rather than celebrated.

Pressure of targets, deadlines, management all affect my time, with little free time to consider other areas of innovation to improve DEPT C as an employer or business. More time, freedom and better IT equipment would help, plus easier and better intranet access and sites. There is far to much information out there with no logical process to easily find what you are looking for.	Barriers – ways of working that have become concrete and people not willing to consider change; use of policy as a blockade rather than a potential hurdle needing to be overcome; use of time to move ideas slowly rather than a quick yes/no or we are considering this and update when appropriate.	The opposite of the previous question		What are the current things stopping you innovating where you work?
In my area none in relation to improving the way we do our job. Senior managers have implemented an engagement process called Link which invites various grades to come together to think of ideas to improve engagement etc. I was recently involved in a link exercise where I was one of only 3 who volunteered. Therefore buy in is important.	I have made suggestions to promote change, however most of these have not been concluded due to the barriers mentioned	None that have benefitted me or my team at departmental level. Locally of course we are constantly considering ways we can improve our processes and results.		What innovative changes if any have you observed or been involved with since 1 January this year?

Often it could be the way others respond to change, i.e. less willing to participate with change as they have been in the same role for a long period of time. Or not having the opportunity to look for innovative ways of working a process due to the constant change of process priority.	What stops me innovating is, one it's not my core skill (know your own skill set is my motto) and two even if it was I don't have the freedom of time. An area of change I have been involved in this year is the performance management training - we are making much more use of case studies in the training - innovating for us is not brand new and it is very impactful.	It seems to be more geared to money going to 'outside' companies (which cost a lot of money!) but a lot of those 'systems' don't always do the job that's required causing frustration to those in the front line who know what they need to help prevent fraud/make work easier but they don't seem to be listened to. The Community Forums are a good way to see this
From January 1 to present I haven't been involved in any innovative changes. However I am due to attend a problem solve event on 'celebrating success' which may led to innovative best practises/successes being recognised more office wide.	Another technology led change is our work to provide apps for SMEs to manage their tax affairs on their mobile phones.	Fresh Ideas is quite good ... though its early days so not sure what ideas will be used and if they will help with the day to day office work or help our customers RTI is really good once all businesses are involved it should make things easier

Nothing for me personally. See above response. Across the wider Dept C - too much bureaucracy. A colleague made a suggestion via the Fresh Thinking channel and got nowhere with his proposal. Very disappointing.	There is nothing stopping my putting my ideas forward. The only issues are staff. Some people are not happy with change or trying new ways of working. I think the majority of staff with can make informed decisions if they have all the facts but there will always be people who just don't like to try new things.
I'm working in Organisation Transformation on Section E transformation in which we are encouraging new ways of working e.g.: introducing the New support, working with subject mater experts, developing in-house IT capability, Live Discussion Board Q&As, New support video, New support process walk throughs with Section E and supplier process leads.	We are currently going through a compliance re engineering programme. This will be of great benefit to the department once the finals stages have been implemented. This is a process which will take up to and over 12 months. We have mapped our current status and are evaluating it currently to see if any changes can me made. Once this is complete we will then undergo the FUTURE state process of it

A lack of a senior management decision over the Departments Collaboration Service.
None spring to mind. In January some one in Section E accidently deleted my award winning Service Catalogue and I have just finished recreating it from scratch. It remains on a tool which is not supported and has no back up! There is still no decision on a Collaboration Tool and I no longer care if it is not Sharepoint even if it means that the Service Catalogue will no longer work as it does on SharePoint.

Too much else to do! Additionally I believe people are put off dying things that are significant because of the prevailing attitude of senior managers, where unless what you say agrees with what they think, then they are not really interested, especially if the improvement has an implicit or explicit criticism of how they have decided to do things. I am not a shy and retiring bunny, but I do not see an appetite for anything other than minor changes within directorate management (although I do not think that is necessarily the case of the board, to whom I believe a lot of things do not get forwarded).
I made a minor suggestion to the Fresh Thinking pages. I planned a design of a considerable amount of a section of the Enforcement Handbook that was laid to me, but in the interim a senior manager has decided my experience and expertise counts for nothing and the work can be passed on to A N Other (not even identified as yet) to deal with, because it looks neater on a diagram if someone else does it. I do a lot of small things eg about how I present my whiteboard stats, on a regular basis. I imagine there have been lots of innovative changes going on around me, but off the top of my head cannot think of them….I would need to sit down and look at the news archive to refresh myself on this. However the fact that I can't remember any might indicate how much (or little) I have been affected?

I have my work to do, and my performance numbers are continually below average for the team. I believe it is the size of the Dept C that is an issue with change. The big lumbering dinosaur that can only move slowly. I can change things, but if I get it wrong, I would be held accountable. Which is understandable, but it's easier to just do nothing, and do it as does everyone else. I could send E-Mail after E-Mail, which might get passed from here to there,…. Or I could just do it, and no one would know. I think perspectives and the thought process need to change, from the top, to the bottom. Which is easier said than done. A smaller firm could change quickly and benefit from change rapidly. "Why are we doing this? How can we do it differently? How much will that cost us? How much will we save? We'll save that! Do it now." A small firm would either see what was needed to function, or ask, "what do you need?" But this is not the case for Dept A. Examples, from my low perspective, are the NPS system. Brought in and awful. Functional but not user functional. No small firm would do something like that, not one that was profitable and professional. Personally I believe the layout could be improved for cost savings, and save money every year, but I could not change this. Perhaps costs for these changes would be huge? But if so, why? Another example would be the 03000 phone system. As soon as I heard of it, I thought, why do we need a telephone? The telephone unit is no longer needed as can be keyed in on screen, and a headset with all it's cost benefits and two free hands typing efficiency, were likely not even thought of. Perhaps again IT changes to the system were too expensive, but I find that hard to believe. If ideas had been asked for, "what do you need," prior, then innovation would have taken place. Instead, I have a telephone unit and also a headset. Most people have a telephone unit, but surely they could have been given a headset instead. Various people would be unhappy with this change, and perhaps could have stopped it from happening. Due to they are not used to them, they may mess up their hair, that's not how they answer the phone at home, or what they like. So these attitudes would affect positive outcome. Personally I put in ideas, and complete things such as this, as it engages my mind and detracts from the humdrum constant same actions I perform daily/yearly, over and over and over. I am now looking outside for opportunities and have also started a small business. The difference in the latter is that I can instantly adapt or change things. It is so quick and simple to. I believe it will be rewarding for many different reasons.
Observed? Well as it stands I am in the Mailpot post scanning project. It appears they have learnt from mistakes past, regards this anyway, and are testing the water with staff regards this big change, which will affect everything that we do. I've already put forward a few ideas regards this, I'm hoping that. If I'm correct, then these will be taken on board. Got involved? I just put ideas forward, it's for someone else to make the decisions, I'm not of a level to bring "official" change, that's for someone else with a better understanding of that particular area and the scenery surrounding it (the bigger picture). My job is to work post, and the emphasis is on that.

Mainly time pressures, crazy workloads and under resourcing.	Nothing- so long as the innovation is legal, in line with agreed Dept policy, and cost neutral. If any of these restrictions are in place then escalation routes would need to be followed to see whether they could be removed (if the innovation was seen as being important enough).
Ideas where treating an employer more as a delivery partner we can shift responsibility from both Dept C and the employee and consider a partnership based solution with an employer. This is balanced by ensuring minimum burden for the employer, the process kept simple and benefits understood by all parties.	Little changes on the team regarding using our equipment/ vehicles that don't really have wider impacts. Larger changes in terms of using new ways of working with our support unit to carry out more basic intelligence checks on behalf of the investigators, saving time and effort. National changes - the new performance management reporting system to drive up levels of achievement and output by staff across the Dept.

Nothing is stopping me. If I see something that can be improved, I flag it up through the appropriate channels.	Nothing, it is all a state of mind, belief and determination.....time is the only true inhibitor as we wait for non believers to catch-up and engage
I suggested a process relating to scanning post. If a letter contains more than 50 pages the scanning team contact the caseworker to ask how to proceed. We usually ask them to scan the top page and send the rest to us. My suggestion is for them to do this as a matter of course without asking us.	Increased collaborative working and a growing belief that positive change is coming

Some managers do not encourage innovation due to competing priorities and time constraints. Not all ideas can be implemented as some things may be too costly or take too much time to implement; there is always a need to weigh up the cost against the potential benefits. When providing feedback, managers must not discourage those who put forward ideas. People must not be put off when this happens and they should think about the feedback received and see if they can come up with alternatives – Competing priorities, cost/time constraints and poor handling of feedback.
As a Consultant I an actively involved in innovation as changes to current practices are being investigated to accommodate legislative changes or to facilitate business improvements.

I've lumped these two together as I think one feeds the other. I think what would help & encourage me to 'innovate' is the confusing system we have. I'm never sure whether innovation is a response to a concern that I have - so is it a 3C under pacesetter or should it go via Fresh Thinking or should I go straight to Policy and then when all that fails where to then? The answer is nowhere so it leads to the question -why bother? My recent experience of two suggestions I made thru scheme E were 1) The question was asked - have you been to policy? No, I'd gone straight through Fresh thinking - I then went to Policy and found that they were already on to the concern - I had to contact policy - could have done that myself out the outset if I'd known I should have done so. The question is then - why didn't I know about the changes Policy were already considering and if Policy had said 'no, there will be no change' then is that not a concern rather than a suggestion/innovation? 2) My second submission involved exactly that situation where I had identified a problem with guidance for Officers and I contacted Policy but they would not change the guidance - on this occasion I was told by Fresh Thinking ' I think that's a sensible way of doing it though. You've gone straight to the people who can change it, pointed out the confusion and asked if they could clarify…..but they won't. If you all raise it as a 3C then it makes it harder to ignore. At the minute I don't think we'd have any more luck than you though, because we'd just end up talking to the same policy people, asking them the same questions you did, with no more information'
None that I'm aware of

As the previous question My immediate line managers seem quite open to ideas that would help us to achieve our targets, but the main obstacle to getting ideas onto paper is lack of time.
The only innovation tha I have been involved with this year relates to making our interaction with customers smoother. However, it was not taken up. The reason given was that the assessors of my idea had not heard of the form concerned! Further reseach suggested that the idea would not have been adopted (yet) as there is currently a review underway which may have a direct impact upon my issue. I have seen the introduction of "New System". Whoever had this idea managed to save our customers a lot of time and give them more certainty in their dealings with Dept A.

Getting my day to day job done, knowing that just because I have a great idea doesn't mean it'll go anywhere – unfortunately.	
Using new functionality on the Corporate Comms pages – sliders and I'm working on building an external site to showcase our successful prosecutions.	Innovative changes I have observed and been involved with since January 01, 2013 are on paper an excellent idea is when one section's work diminishes and work from another section that may not reach their target is transferred and staff is now flexible and mobile. Training for the new work is minimal/inadequate and additional pressure is placed on staff when they have little experience/knowledge of the work given to them and they are told that their work will be Quality Assessed (QA) for errors and they will go on the tracker which influences their pay rise and job security. Whilst being told they should be glad they still have a job. No pressure there then!

All of what I have said. Motivation is one. Why should I? What is it in me? I cannot get mangers support for promotion, my career is static and my health has suffered as a consequence. I feel I am not encouraged to challenge or innovate apart from a few enlightened individuals I feel we still have a risk averse old fashioned culture of British Public Service.
At a strategic level, yes The IT gateway is innovative as it now includes competition. But daily working practices and the organisation, no It is as if we are waiting for something happen or to change but not necessarily for the better. Loosing a Charismatic CIO did make a difference in the dynamism feel. Every change appears very slow. I appreciate iterative and incremental but this is ridiculous. As for low level innovation, only in small pockets and you usually find out well after the event by third hand rumour rather than actual diffused best practice spread. I am optimistic for the future though. It is just that the changes may happen in a timescale no good to me and my career ambitions.

7.7. Definition Analysis

Level 1					
Definition and understanding of what Innovation is	Considering, devising, implementing new and novel ways of doing things, or something new, to the benefit of staff, customers and DEPT A		I think innovation in Dept C is ways to do things better, in respect of time, cost, and improved quality and experience for our customers. Innovation can be one of these or cover them all. It's about coming up with ideas outside the box and not be stereo typed by procedures and the 'way we use to do' mentality.		Using the best people and systems to make the business be more streamlined and productive
	Specifically mentioning New (NAO definition)	Comment	Could be confused with Lean Continuous Improvement		BAU improvements, Invention or externally introduced

Within DEPT C innovation is people finding new ways to deliver our business that are more effective.	Innovation is either developing new tools or using existing tools in a new way that enable us to better understand our 'customer' behaviour – whether this be assisting Tax Credit customers, understand trends in behaviour to reduce Dept C IT downtime, improve staff morale or highlight patterns of non-compliance in individuals/groups.
Innovation generally refers to renewing, changing or creating more effective processes, products or ways of doing things.	Teams working together to develop solutions to problems that we face, either on a daily basis in our own workplace, or as part of a project team introducing something at a macro level that has wider benefits outside the team.
Something that comes down from the Cabinet Office (only partially tongue in cheek). Something that can save resource/money. Rather than improving service. (The times we live in).	Personally I think innovation within DEPT C is looking at ways in which we can work better as a unit. Implanting better working initiatives which have a benefit to out staff and customers

Doing something in a new/different way. Using new tools and/or technology. Working with different people and then sharing the results. Learning from and building on the experience.	I think innovation within DEPT C is recognising success in new/ more efficient ways of processing in a specific area of work. DEPT C innovation must also recognise the importance of encouraging best practises through the office to enhance more efficient working strategies.
	I think it is the front line officers / users identifying faults/suggesting improvements which will benefit the dept and customers
	A means to achieve the impossible*, cheaply and quickly. *as previously considered impossible but not actually so

	I would be content with the OED definition, which is "The action of innovating; the introduction of novelties; the alteration of what is established by the introduction of new elements or forms" with "innovate" being "To change (a thing) into something new; to alter; to renew". This could mean wholesale changes to how things are done or by whom, or small individual or team process or similar changes.				

The ability to adapt using a new or different thought process compared to what has come before. Foresight in looking ahead to evaluate threat, our work, how we work, change and environment that causes these. Also the knowledge to see the way things were, how they are, and how they can change. Taking the Newton's cradle approach. Seeing not just what we contact with, influencing us but also what instigated that, what made that occur. We need to see out, farther, down the line. What made us move, what did we move, what do we want to move. Understanding this, leads to innovation. To be capable of improvising with what we have, to get the best from it, or understanding what we could have, with change of how we operate.

I think that this is finding new ways of working - improving the process	Considering the potential of less obvious ways and ideas to meet our strategic objectives. Sometimes a fresh pair of eyes, industry knowledge or just a 'light bulb' moment.
	New…Yes but could be innvention.

Innovation in Dept C is given lip service. I hope that my answers below gives you some insight into how Dept C works (or does not work) as the case may be. Innovation is promoted by Senior Management in literature and at Team Meetings. However, whilst Operational Staff at lower grades are encouraged to offer new and better ways of doing things, we are often told there are monetary considerations/other restraints/or it is being looked at elsewhere or things are happening that we don't know about that prevents further progress when we do.	Innovation in Dept A, in my opinion, is the process whereby any individual can raise ideas for positive change and have them adopted for wider use to the benefit of all. At least, that is the theory. Innovation in action can go much further. Our dealings with customers and helping them meet their obligations is changing for the better as an assortment of innovative new systems are developed.
	New…Yes but could be CI.

I think it is anything that is new to that team, group, business or project. It is certainly not continuous improvement or invention. It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.	I think innovation is something that we'd like to have but we still have so many blocks in place that I don't think we can truly be innovative, not just technology wise but also lots of those on those in power and that hold the budgets are nervous about being innovative.
	New…Yes but could be CI or Invention

7.8. Facilitators

	Level 1		Level 2		Level 3	
	Simplified Innovation Process	A simple process,				
		the ability to make ideas that could revolutionise innovation as simple as possible but allow for complex or abstract ideas to be included in this				

		Create and Innovation Environment
		Changes can be difficult to introduce so getting people involved in the improvements will really help changes to be accepted – Create the right environment
Encourage a 360 degree learning environment	Increased prior consultation to find innovations	
Listening to experienced staff that have been doing the job and not viewing every objection staff makes during consultation as negative because they want their own preconceived plans to proceed.	. If ideas had been asked for, "what do you need," prior, then innovation would have taken place. Instead, I have a telephone unit and also a headset. Most people have a telephone unit, but surely they could have been given a headset instead.	

Utilise current innovation channels better	Be open minded about innovative ideas and where they come from	
Nothing is stopping me. If I see something that can be improved, I flag it up through the appropriate channels.	An area of change I have been involved in this year is the performance management training - we are making much more use of case studies in the training - innovating for us is not brand new and it is very impactful.	We need a non-judgemental learning culture that understands our current jobs, roles and delivery goals and the resources to do it.

Comms and knowledge of boundaries and what is needed			Encourage all to Innovate
Knowing about the plans (where relevant) and being encouraged to contribute. I believe this is already the case.		If people are given the opportunity to contribute they should use it.	I feel that everyone should contribute as a matter of course. We don't do it for a reward.
	Challenge current approaches		
	Dept C remains Prescriptive not Innovative.		

	Confidence in creativity assistance		
I'm lucky in that my job allows me to be a bit more creative than some with my ideas	In my work area there is nothing to stop me being innovative - apart from my own lack of imagination/confidence.	Indeed, they (Managers) may ask for new ideas and encourage people to come forward if they can see that improvements can/must be made.	The ability to confidently know and understand the boundaries within which changes can be made.....or, knowing where the brick walls are so we don't waste time only to hurt ourselves on impact - and.....knowing which of the brick walls we are actively being encouraged and supported to break through or even knock down completely

	Active support of management		Encourage Team Innovation
Supportive management is very important.	My manager encourages and supports innovation and challenge.	It is almost impossible unless you are part of the gang to get promoted, challenges are frowned upon and innovators are treated as oddities rather than celebrated.	I try all the time in my role and have been able to make small steps within our team but Dept C wide I don't think so.

An innovative minded manager, .	Management actually listening to Operational staff BEFORE making changes.		If this is the case, people feel comfortable to make suggestions, especially if they don't have to worry about taking time out to consider possible improvements.

Trust in Full Idea consideration			
and the knowledge that ideas are fully considered by the right people and have a chance of being implemented			
	Harness current practices	Assist the Managers of Innovating teams and individuals	
	BPR looks for innovation to drive more transformational/radical opportunities.	As always it would be the managers at the front line who would be there to advertise, build up and get people to take part, but they only have so much time. Which is taken up with general administration of their teams.	My immediate line managers seem quite open to ideas that would help us to achieve our targets

More Time to innovate		honest conversation with managers about Ideas	
What would help me would be more time!		The opportunity to have an honest conversation by senior managers when suggesting ways that the business needs to develop to ensure we do not create "issues" unnecessarily; .	The knowledge that any idea you have might be utilised
	better feedback mechanisms		
	effective and efficient feedback		

The departmental strategy for seeking to achieve "more for less" means that there is less time available to formulate, document and forward the innovations that would save time. Give me TIME to break this cycle.	Contributing to innovation on a personal level takes time.	But I could still do with having more thinking time and not be pressured into coming up ideas just to meet unrealistic deadlines.	More time to think!

	Experiment		Right to fail
I think space to experiment	Having the chance to trial innovative ways of working, rather than having a new idea ignored/rejected, because it shows change and steps away from the norm way of working.	without being negatively judged if things do not go to plan	(and confidence to fail) helps to encourage innovation.

	Improve networking	
	Maybe improve networking to Allow innovation groups to be set up to identify ideas and then a process in place to work with these ideas and take them forward.	
Collaboration tools		
If I had an up to date tool (A collaboration tool; any would do!) to use that had a future. No point spending time creating something new if section E is not signed up to the tool.		more flexibility in what I can do to improve delivery by trying “stuff”

Reward & Recognition		
A better and easier reward system to help motivate as well.		
		Assist those already innovating
	The idea of an idea is simple (as in to instigate a process, "we'll do this and get some suggestions in"), but to have a spark appear somewhere and be ready to nurture and encourage that idea isn't.	I can't really answer this, as I already have, with noticeable time spent on ideas via various avenues (various managers, E-Mails to government, Fresh ideas, Customer demand process, The "Why" notice board, ESS reinvestment suggestion forms).

For some, perhaps a financial incentive would work, although that wouldn't change anything for me, and there is already something like this and you can be nominated for it. If ideas prove successful then no doubt this would be used as competencies in PDE's so there would be the promotional financial aspect there, so I don't know if anything additional would assist.	I help contribute my ideas to innovations I have but I feel that more staff would engage if there was more recognition for their input especially at times of austerity.	More encouragement/recognition of success and development within the office. As this may encourage others to look out for best practises/recognise successes.

Innovation Sponsor Management	
Better service leadership? I miss the openness of "CIO". Better service governance and Better service leadership would recognise good ideas, sponsor them and provide a strategic governance/decision making framework. For e.g. my request to have a cross Section E strategic governance board went nowhere. As a consequence I maintain the Catalogue but have been unable to get information from across Section E	I also feel that we lack incentives to innovate.

7.9. Barrier Discussions

Level 1	
Innovation Process Too complex	It seems to be more geared to money going to 'outside' companies (which cost a lot of money!)
	I think what would help & encourage me to 'innovate' is challenging the confusing system we have

Level 3	**Confusion between innovation and Continuous improvement**	**Level 2**	
	I'm never sure whether innovation is a response to a concern that I have - so is it a 3C under pacesetter or should it go via scheme E or should I go straight to Policy and then when all that fails where to then? The answer is nowhere so it leads to the question - why bother?		So in answer to the questions - make it simpler, have clearer guidelines!

Level 2			**Apathy to innovation**
Innovation Process Too complex	All of what I have said. Motivation is one.	Which is understandable, but it's easier to just do nothing, and do it as does everyone else.	Often it could be the way others respond to change, i.e. less willing to participate with change as they have been in the same role for a long period of time.

	lack of an innovation state of mind and questioning culture		**Confusion between innovation and policy challenge**
"Why are we doing this? How can we do it differently? How much will that cost us? How much will we save? We'll save that! Do it now."	Nothing, it is all a state of mind, belief and determination....	My second submission involved exactly that situation where I had identified a problem with guidance for Officers and I contacted Policy but they would not change the guidance - on this occasion I was told by scheme E ' I think that's a sensible way of doing it though. You've gone straight to the people who can change it, pointed out the confusion and asked if they could clarify…..but they won't. If you all raise it as a Continuous Improvement issue then it makes it harder to ignore. At the minute I don't think we'd have any more luck than you though, because we'd just end up talking to the same policy people, asking them the same questions you did, with no more information'	The question was asked - have you been to policy? No, I'd gone straight through Scheme E - I then went to Policy and found that they were already on to the concern - I had to contact policy - could have done that myself out the outset if I'd known I should have done so. The question is then - why didn't I know about the changes Policy were already considering and if Policy had said 'no, there will be no change' then is that not a concern rather than a suggestion/innovation?

blockers	**lack of innovation engagement with staff**	**Level 3**	
There is nothing stopping my putting my ideas forward. The only issues are staff. Some people are not happy with change or trying new ways of working.	Personally I put in ideas, and complete things such as this, as it engages my mind and detracts from the humdrum constant same actions I perform daily/yearly, over and over and over	**Innovation Process Too complex**	. Personally I believe the layout could be improved for cost savings, and save money every year, but I could not change this

	No one listening to operational staff regarding innovation or barriers		
I could send E-Mail after E-Mail, which might get passed from here to there,….	but they don't seem to be listened to. The Community Forums are a good way to see this	Various people would be unhappy with this change, and perhaps could have stopped it from happening. Due to they are not used to them, they may mess up their hair, that's not how they answer the phone at home, or what they like. So these attitudes would affect positive outcome.	I think the majority of staff with can make informed decisions if they have all the facts but there will always be people who just don't like to try new things.

Lack of an innovative line management			
I feel I am not encouraged to challenge or innovate apart from a few enlightened individuals	People must not be put off when this happens and they should think about the feedback received and see if they can come up with alternatives	I cannot get mangers support for promotion, my career is static and my health has suffered as a consequence.	Getting my day to day job done, knowing that just because I have a great idea doesn't mean it'll go anywhere – unfortunately.

Level 2			
Innovation Process Too complex	– and poor handling of feedback.	When providing feedback, managers must not discourage those who put forward ideas.	Some managers do not encourage innovation

	loss of Talent and creative individuals	**Level 3**	**lack of Reward & Recognition**
	I am now looking outside for opportunities and have also started a small business. The difference in the latter is that I can instantly adapt or change things. It is so quick and simple to. I believe it will be rewarding for many different reasons.		Why should I? What is it in me?

Lack of Time		**Heavy workloads**	**Level 2**
Sorry for delay in responding I have been on leave and its been taking me a while to get through the mountain of emails. In respect of your questions I will respond to each one independently:	crazy workloads	Too much else to do!	**Innovation Process Too complex**

time is the only true inhibitor as we wait for non believers to catch-up and engage	Mainly time pressures,	but the main obstacle to getting ideas onto paper is lack of time.	Pressure of targets, deadlines, management all affect my time, with little free time to consider other areas of innovation to improve DEPT C as an employer or business.

Innovation Inertia due to change constraints	**Lack of Innovation skills**	**Level 3**	
Or not having the opportunity to look for innovative ways of working a process due to the constant change of process priority.	What stops me innovating is, one it's not my core skill (know your own skill set is my motto) and two even if it was I don't have the freedom of time.	**Innovation Process Too complex**	and time constraints.

Trust in Reporting	**Level 3**	**Working practice and change inertia**	**Level 2**
(although I do not think that is necessarily the case of the board, to whom I believe a lot of things do not get forwarded).		ways of working that have become concrete and people not willing to consider change	**Innovation Process Too complex**

		Directorate level Management attitudes and decision making	**Decision Inertia**
I am not a shy and retiring bunny, but I do not see an appetite for anything other than minor changes within directorate management	Additionally I believe people are put off trying things that are significant because of the prevailing attitude of senior managers, where unless what you say agrees with what they think, then they are not really interested, especially if the improvement has an implicit or explicit criticism of how they have decided to do things.	A lack of a senior management decision over the Departments Collaboration Service.	use of time to move ideas slowly rather than a quick yes/no or we are considering this and update when appropriate.

	Policy Blockades	**Level 2**	**Inefficient current innovation schemes**
	use of policy as a blockade rather than a potential hurdle needing to be overcome	**Innovation Process Too complex**	A colleague made a suggestion via scheme E channel and got nowhere with his proposal. Very disappointing.

Level 2		**Lack of flexibility to innovate and Limited IT for innovation support**	**Level 1**
	but a lot of those 'systems' don't always do the job that's required causing frustration to those in the front line who know what they need	More time, freedom and better IT equipment would help, plus easier and better intranet access and sites.	

	Resource pressures	**Risks of uncontrolled "pseudo-innovation" attempts**	**Masses of Information but no easy way of using it for innovative purposes**
due to competing priorities	and under resourcing.	Or I could just do it, and no one would know.	There is far to much information out there with no logical process to easily find what you are looking for.

		Cost/time	**Level 3**
Perhaps costs for these changes would be huge? But if so, why?	Competing priorities, cost/time constraints	Not all ideas can be implemented as some things may be too costly or take too much time to implement; there is always a need to weigh up the cost against the potential benefits	

Level 1		User and customer Functionality in systems	Level 2
	Another example would be the phone system. As soon as I heard of it, I thought, why do we need a telephone? The telephone unit is no longer needed as can be keyed in on screen, and a headset with all it's cost benefits and two free hands typing efficiency, were likely not even thought of. Perhaps again IT changes to the system were too expensive, but I find that hard to believe	A small firm would either see what was needed to function, or ask, "what do you need?" But this is not the case for Dept A. Examples, from my low perspective, are the System A. Brought in and awful. Functional but not user functional. No small firm would do something like that, not one that was profitable and professional	**Lack of flexibility to innovate and Limited IT for innovation support**

	Bureaucracy	**Level 2**	**Organisation and culture**
Nothing- so long as the innovation is legal, in line with agreed Dept policy, and cost neutral. If any of these restrictions are in place then escalation routes would need to be followed to see whether they could be removed (if the innovation was seen as being important enough).	Across the wider Dept C - too much bureaucracy.		I have my work to do, and my performance numbers are continually below average for the team. I believe it is the size of the Dept C that is an issue with change.

Level 1	organisation inertia	Risk aversion	Blame Culture
	A smaller firm could change quickly and benefit from change rapidly.	I feel we still have a risk averse old fashioned culture of British Public Service.	The big lumbering dinosaur that can only move slowly. I can change things, but if I get it wrong, I would be held accountable.

Fundamental change of attitude to innovation	I think perspectives and the thought process need to change, from the top, to the bottom.

8. **APPENDIX 2:** Evidence (Definition & Level 3 Analysis)

Chapter 4: Definition as a barrier.

From those who stated they were active in innovation search, their understanding ranged from quoting the OECD definitions through to other less orthodox interpretations confusing innovation as invention. From the evidence it became apparent that there is little to no standard universal agreement in the public services to what innovation practically means for the department. This reflects the theoretic literature view identified also in Chapter 2.

Analysis of the first level of understanding

Level 1: Understanding Innovation.

From

It's doing “Fings” Different.

To

Finding better ways of doing things

Confirmed by observation and a great deal of Government innovation policy literature, this full spectrum of views appear to have been accepted and implemented as supporting policy over decades. A clear definition and understanding of innovation is needed.

Level 2 analyses from discussion and written qualitative responses highlighted the majority specific mentioning of “New” (not necessarily a new invention) as a way of adding clarity to the participants understanding of the definition of Department C’s Innovation. This corresponds best with the NAO definition mentioned in Chapter 2 as a growing universal accepted meaning.

> Innovation generally refers to renewing, changing or creating more effective processes, products or ways of doing things.

From the evidence it appears that a significant number of the participants both active and inactive in innovation processes viewed innovation as involving implementing new processes, practices and technology to benefit staff and improve customer delivery of Government services.

> Considering, devising, implementing **new** and **novel** ways of doing things, or something new, to the benefit of staff, customers and DEPT C

Innovation with benefit focused outcomes appears as a repeated desire with many of the participants. Many followed this view up with the opinion that Change and innovation have to have a positive measureable reason to be implemented, be it for morale or efficiency reasons.

> Personally I think innovation within DEPT C is looking at ways in which we can work better as a unit. Implanting better working initiatives which have a benefit to our staff and customers

Most of them also viewed such current innovation initiatives as positive and should be encouraged especially when improving customer improvements and effective business delivery.

> Innovation is either developing new tools or using existing tools in a **new** way that enable us to better understand our 'customer' behaviour – whether this be assisting .... customers, understand trends in behaviour to reduce DEPT C IT downtime, improve staff morale or highlight patterns of non-compliance in individuals/groups.

As well as

> Innovation is people finding **new** ways to deliver our business that are more effective.

A few appear to recognise pockets of success in innovation actually seeing results. However concerns with learning from best practice (*DEPT C innovation must also recognise the importance of encouraging best practices through the office to enhance more efficient working strategies*) was raised especially in the spreading of innovation successes (Diffusion) were evident.

> I think innovation within DEPT C is recognising success in new/ more efficient ways of processing in a specific area of work. DEPT C innovation must also recognise the importance of encouraging best practises through the office to enhance more efficient working strategies.

Although improvement was then linked by many to innovation, the lack of exploitable networking channels and the persistence of “stove pipe” delivery of performance uplifts appears to be still causing concern.

> I think that this is finding new ways of working - improving the process

Lessons could have been spread to other teams and work areas relatively easily if they had effective communication tools available. The effectiveness on resolving these issues through the roll out of social media and networking tools has yet to be determined.

> Doing something in a new/different way. Using new tools and/or technology. Working with different people and then sharing the results. Learning from and building on the experience.

The growing need for an agreed Standardised Innovation definition or at least the basic understanding of each businesses language and terminology of what they mean by the term “Innovation”, although not a apparent barrier in itself appears to be certainly contributing to the fog of misunderstanding maintaining current emerging barriers.

> I'm sure section E have their use of the (innovation) word but the simple definition I like is: 'A new method, idea, product, etc.’

Some are even starting to question this high level understanding

> Is the problem the fact that we do not have an accepted universal definition of innovation? Individual's views on what innovation means appears to be **very subjective and down to their individual business responsibilities.**

And how the confusion is time consuming

> We seem to spend a lot of time trying to label innovation and trying to put governance and process and measures around it - and **very little time just doing it.**

Given this fundamental problem involving definition understanding it is not surprising given the confusion and complexity surrounding what innovation actually means that resolving the public sector generation and innovation diffusion networking issues has taken such a low priority in the Civil service reform process or is even being successfully exploited as a key performance and efficiency driver within change.

Depends what you mean by that word.

Questioning theory verses definition in practice.

Innovation in DEPT C, in my opinion, is the process whereby any individual can raise ideas for positive change and have them adopted for wider use to the benefit of all. "**At least, that is the theory".**

Again confusing invention with innovation.

Considering the potential of less obvious ways and ideas to meet our strategic objectives. Sometimes a fresh pair of eyes, industry knowledge or just a **'light bulb'** moment. **New…Yes but could be invention.**

Level 1: Mistaking Business As Usual (BAU) as Innovation

This level 1 analysis appears to support the view that a bias towards only continuous improvement that is risk averse is acceptable in a public service that needs to change.

Level 2: Mistaking processes that have not happened for a while as innovation

Also from the observation evidence, with the rapid turnover of personnel ("churn"), leading naturally from the introduction of unfamiliar processes to deliver specific workloads, these can be easily mistaken for "new" innovative processes especially if new and unfamiliar to a whole team. Such training focused change appears to be hindering individual and team based innovative curiosity in the work place.

> (It was innovative that)….A colleague of mine was successful in gaining a sideways move to another area within IT.

Level 2: Relationship with BAU

Innovation for many of the participants appears to be a positive move that could be used to bring interest and enthusiasm back to their changing roles which are dedicated to BAU duties.

Innovation is absolutely the way forward providing we give as much effort/interest to keeping the lights on even when those 'lights' are no longer sexy!
Can we have boring IT and Innovation? Perhaps there needs to be a separation from BAU which is boring and back office R&D which is radical and innovates.
Not a lot stopping me from innovating. But we don't need chaos, non-standard, inconsistent, illegal, etc, etc So the trick is when is innovation made BAU - After all we want IT to be boring!

The desire is evident for innovation to be harnessed to re-inject interest back into their jobs and roles. However words of caution have to be heeded also as unmanaged innovation without the checks and balances can lead to delivery chaos. The participants appear to want innovative solutions that work well and meet their work targets as well as resolve their frustrations. This should be a fertile ground for ideas to be generated but in reality this appears to be far from the truth: few ideas come to the surface.

External industry recognition

Level 2: Industry Recognition

External recognition appears to be a feature that emerged from the level 2 analysis. Enthusiasm and Pride in current innovation activities is evident in small clusters especially concerning external award successes. The challenge appears to be: how to encourage such enthusiasm for innovation across the wider department?

award last November from the industry for service Innovation of the Year

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Level 3: Increased prior Innovation consultation

It was apparent from the evidence that the lack of “needs based analysis” for any innovation search or in support of innovation generation in Department C has the potential to act as a significant barrier to any successful exploitation of internal innovation generation.

From further discussions and observations it became evident that such generation processes were being significantly hindered due to the lack of a centralised data base of “needs” information. Pockets of innovation idea support are being facilitated by both a centrally administrated ideas scheme (Scheme E) but from observations and discussion their effectiveness is viewed with scepticism and disregarded by many as little more than a “feel good” initiative. There is a definite need for transparency in innovation successes and real evidence of actual innovation generation success.

> If ideas had been asked for, "what do you need," prior, then innovation would have taken place. Instead, I have a telephone unit and also a headset. Most people have a telephone unit, but surely they could have been given a headset instead.

Lack of individual buy-in to universal innovation responsibility and clear innovation networking communication channels for diffusion appears to be acting as a significant growing barrier to the building of trust in any emergent innovation processes.

Innovation appears to be perceived by many as something which is “done” to them as a passive worker rather than as something that they **actively and willingly participate in.**

> “What benefit do I see for giving my time?”

Level 3: Collaboration tools

Also the lack of specialised discussion technology, best practice sharing platforms and collaboration tools was raised often. Issues surrounding Scheme E as an innovation generator also began to surface.

> If I had an up to date tool (A collaboration tool; any would do!) to use that had a future. No point spending time creating something new if section E is not signed up to the tool

On the whole innovative tools and techniques appears to be a problem.

Level 3: Assist those already innovating

Invention may be a lonely profession but especially for Department C innovation appears to be just as isolated a task.

> The idea of an idea is simple (as in to instigate a process, "we'll do this and get some suggestions in"), but to have a spark appear somewhere and be ready to nurture and encourage that idea isn't.

It is apparent from the evidence that to nurture the few ideas and sparks of innovation, support and nurturing is needed. In Department C as with a great deal of the UK public services that appears sadly lacking. This mean individual time can and does get spent on local innovation support tasks for local issues rather than generation and diffusion of national best practice.

> I can't really answer this, as I already have, with noticeable time spent on ideas via various avenues (various managers, E-Mails to government, Fresh ideas, Customer demand process, The "Why" notice board, ESS reinvestment suggestion forms).

Can local innovation be escalated for success?

> Innovation? Locally of course we are constantly considering ways we can improve our processes and results.

Level 3: Department Values

It appeared from the evidence that a vast majority of the participants have shared values about what Department C is trying to achieve: modernisation, innovation and better public service delivery.

I cannot think of anything that I consider, concern myself with or am involved in, that the department hasn't tried to tackle in some shape or form.
It has to make tough decisions from time to time. It is accountable to Government and the Taxpayer, to be as efficient as possible, but I think it's as fair as it can be.

Most perceived DEPT C to be fair and tough decisions needed to be made.

Level 3: Service Improving?

Although there appeared to be an external perception about poorer public services once the level 3 analysis was undertaken, questioning the meaning of individuals written and discussion notes, many felt the services were improving but very slowly.

The general opinion is that we are responding better but we are not there yet.

Some appeared to display the positive view that Department C were only starting the journey and that in the end their public service would see significant improvements. “Eventually” being a word often raised.

making significant inroads into the improvement of the ‘Customer Journey’
people using our services are sometimes surprised and pleased by our responses.
As a customer of the Department myself, I have experienced some very good service
The general opinion is that we are responding better but we are not there yet.
until they needed some assistance when they generally praised the customer service and care that the department afforded them.

As a recipient of public services and therefore citizens, many felt that they had experience good service delivery from their own department. However without further research and the existence of employee bias the “truth” behind these remarks cannot be verified.

Citizens and public servants opinion of department

Citizen's perception (uncertainty and impact on public service view of themselves) (uncertainty – service: poor or improving)

Level 3: Citizen Perceptions

"citizens" will always feel they need a better service

The organisation is changing,

It is evident from all sources analysed that the wide perception is that Department C is changing and that citizens will always want better. The relative success and right direction of change is another matter and beyond the scope of this study.

Level 3: Citizens Perceptions

It is easy to show from the evidence that there are both positive and negative experiences of the innovative focused change process especially where efficiency or savings are focused.

From the surveys we conduct we receive feedback, both positive and negative
Certain groups will hold a different view dependant on their interaction level and frequency of interaction.

A fairly pragmatic, “you cannot please everyone all of the time” attitude still appears to be prevalent. However from the evidence it is also apparent that the majority of participants want to deliver and innovate within an environment where good public service is delivered. The old UK public service ethos still appears to be embedded into the changing organisations we need to innovate.

Level 3: Service Poor

We have not providing a good enough customer response to basic services (like answering the telephone) and we know there is a strong correlation between these basic issues and citizen/customer perceptions of responsiveness
delays and frustration and inconvenience to those expecting a timely reply

A few of the participants highlighted inadequate basic service responses and time delays as the most significant contributor to the inertia surrounding innovation within public services. This is surprising as poor services are often quoted as drivers for innovation and improvement. For many of them, perceived poor basic services responses appear to mean Department C has to allocate large amounts of resource to Business As Usual (BAU) delivery and that concentrating on this delivery utilising old processes or technology impacts on delays. BAU discourages innovation as such innovative behaviour increases risk of not delivering KPI targets on basic services. For managers such a risk is a risk too far.

Level 3: Departments Responsiveness

I think it does respond. It needs to.
It might not always be the response that everyone would like or expect
I have no evidence for this but I guess the majority of the British public would not expect DEPT C to be responsive to their needs.

The responsiveness to needs especially concerning communicating innovation varied greatly. From positive about responsiveness to negativity behind expectations through to the perception of the citizen regarding meeting their needs a confused picture certainly emerged.

Management actually listening to Operational staff BEFORE making Prescriptive changes.

However overall it was apparent that Department C management appear to be listening to operational staff before changes that have to be made are implemented. However for innovative ideas or barriers the opposite appears clear.

Level 3: No one listening to operational staff regarding innovation or barriers

Innovation ideas and discussion about innovation are perceived as not being taken seriously and often not listened to.

but they don't seem to be listened to. The Community Forums are a good way to see this
I could send E-Mail after E-Mail, which might get passed from here to there,….
Getting my day to day job done, knowing that just because I have a great idea doesn't mean it'll go anywhere – unfortunately.
I cannot get mangers support for promotion, my career is static and my health has suffered as a consequence.
People must not be put off when this happens and they should think about the feedback received and see if they can come up with alternatives

BAU and day to day job delivery concerns appear to take precedence especially with managers. Many of the career driven public servants although frustrated still appear willing to participate in any innovation idea generation process that could be developed as long as this negative barrier could be neutralised.

Positive support appears to need positive outcomes.

Level 3: lack of an innovation state of mind and questioning culture

Looking deeper into this theme appears to identify that due to the historical culture of the UK Civil Service it continues to maintain a treat everything fair, do not question ethos. In many ways the ethos from its creation era: the 18th Century. This lack of an effective questioning culture appears further compounded by the lack of an innovation or profit-exploitation state of mind.

> Nothing, it is all a state of mind, belief and determination....

More shop keeper than hard faced capitalist trader, the historic Civil Servant of old appears to be alive and well and still working within the Bureaucratic Departments set up to run an imperial industrial economy and state. However the nature of UK public servant appears also to be slowly changing. There is evidence emerging that many are beginning to question the Policymakers and Managers. This questioning, managed in a positive constructive manner appears now to be encouraged within DEPT C even though it counters against the implemented LEAN rules of the last few years.

Despite this cultural shift, and actual visible changes still being observed as being very slowly implemented, from the evidence, it looks like staff and middle managers perceive their Senior Management as actually listening to their concerns.

"Why are we doing this? How can we do it differently? How much will that cost us? How much will we save? We'll save that! Do it now."
Personally I believe the layout could be improved for cost savings, and save money every year, but I could not change this

Level 3: lack of innovation engagement with staff

From the previous level 3 theme of lacking in an innovative state of mind a second theme became evident. There appears from the evidence to be a significant lack of innovation engagement between differing business stream colleagues. Few Individuals appear to be engaging in the process diminishing the potential for staff to potentially champion and drive forwards innovative ideas. This confirms that an idea recorded but not followed up must only be viewed as just words and nothing more.

Personally I put in ideas, and complete things such as this, as it engages my mind and detracts from the humdrum constant same actions I perform daily/yearly, over and over and over

Another factor which impacts significantly on staff innovation motivation and their desire to engage is the age and functionality of the IT infrastructure in use to support delivery. Such systems are not geared for local innovation and any proposed innovation impacts nationally, can be costly and will take a massive amount of time and resources to implement so that many business cases for innovation are never implemented.

Level 3: Lack of an innovative line management

For Innovation to be effective, careful management has to be displayed. This is a feature which is of concern to a few of the participants. Poor management of innovation can be demotivating, discouraging, damage communications and actually kill a very good exploitable idea.

I feel I am not encouraged to challenge or innovate apart from a few enlightened individuals
Some managers do not encourage innovation
When providing feedback, managers must not discourage those who put forward ideas.
– and poor handling of feedback.

Originally seen as a way of significantly improving the efficiency of Public bodies the adoption of LEAN based methodologies for performance improvements with its focus upon continuous improvement (CI) although successful in uplifting efficiency appears from the observation evidence to be crowding-out much of the internal local innovation with these bodies.

That is not to say that CI is universally confused with innovation. Other limitations also play their part in crowding out true innovation as well.

> I think it is anything that is new to that team, group, business or project. It is certainly not continuous improvement or invention. It is just challenging the status quo to improve by innovating with what we have already got and borrowing from the practices, processes and technology of others. It seems simple but isn't.

This unintended by-product of the policies of the 1990's can be said to have had a significant impact on 21st century delivery just at a time when austerity measures have left public sector delivery with little room for manoeuvre increasing the need for real innovation to have an impact. The fallout from these strategies to innovation are only being felt now.

Level 3: SMT Response

In DEPT C it is easily observed that their Executive Committee members through to their Senior Managers are all actively managing the strategic changes and the push to build better innovation generation and exploitation mechanisms within the Civil Service.

> One thing is clear though: very little appears to be happening now. Senior Management Team have recognised this with a “make the boat go faster” statements utilising the Olympic model for improving medal chances four years before the 2012 London Olympics.

For decades the closed system of a department could be seen to be overarched by Senior Management supported policy initiatives externally driven to drive business delivery with meeting Manifesto and policy goals. Therefore up until 2008 and the beginning of public sector austerity delivery goals can be perceived as being significantly more important than any Pseudo-Profit surplus benefits in the form of cash. Now with significantly smaller budgets and the drive to create “more bang for the buck” surplus cash benefits, for the foreseeable future maintaining budget surpluses have to be viewed as equal drivers for innovation alongside traditional policy.

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Target and Time Pressures

Level 3: Be open minded about innovative ideas and where they come from

It is clear from the evidence though that a few individuals have begun to understand and accept that any innovation does not necessarily have to be new to be deemed to be innovation. Alternate uses for existing technology or processes that have a significant impact into an unfamiliar business are can be just as effective. Therefore exploring improvisation and imitation approaches may be a way of exploiting and expanding innovative approaches into the wider department. Akin to the rollout of LEAN approaches, such innovations will get an easier acceptance into new areas if they can be seen by local line and middle management to be delivering efficiencies in different business areas with little disruption to day to day target delivery.

> An area of change I have been involved in this year is the performance management training - we are making much more use of case studies in the training - innovating for us is not brand new and it is very impactful.

Level 3: Challenge current approaches: Utilise current innovation channels better

Assessing level 3 analysis it became evident that currently there is no provision to harness the “maverick” innovators out within the business in DEPT C. These individuals innovate locally anyway, facing disciplinary action for just tackling localised issues to add to efficiency or localised performance uplift.

As seen earlier, current channels are seen as too slow, bureaucratic and ineffective as identified in level 2 analyses: No Blame.

> The big lumbering dinosaur that can only move slowly.

There appears to be a growing desire within a minority that these administrative barriers should be “freed” up providing real managed flexibility to interpretation of public service rules to deliver real performance, budgetary and morale benefit uplifts.

> Nothing is stopping me. If I see something that can be improved, I flag it up through the appropriate channels.

Evidence appears to point towards the way DEPT C currently challenges innovation to be generated as one of the strongest growing indicators to tackle staff re-engagement. The desire for a more flexible approach to accommodating innovation into delivery timetables must be found if the UK’s Civil Service is to incorporate innovation to resolve its woes.

> DEPT C remains Prescriptive not Innovative.

Fundamentally DEPT C’s current challenging approach appears to reinforce the incorrect perception that it is a process which is imposed and not internally generated. Challenging staff culture with an adaptive rather than a prescriptive approach may be a way forward with this difficulty.

Level 3: Right to fail

It may seem simple and a fair point to raise but the concepts behind the adoption of a right to fail within a no blame culture following the theory identified in Chapter 2, has to be a prerequisite for any innovation process to work.

And confidence to fail helps to encourage innovation.

Not even the private sector has a perfect record of universal achievement and success with every innovation attempted. However the public sector over the last 60 years has a chequered history of expensive innovation failures. From employment policy initiatives to expensive defence experiments, costly financial and reputational damage has been caused by the implementation of "good" ideas that proved far from good in the long term.

without being negatively judged if things do not go to plan

Being perceived as guardians of public finance, their failures could be said to lead to greater negative media publicity and greater humiliation for the politicians who take ultimate responsibility for such failures. It is therefore not surprising that those who manage the change projects for those politician hold the same views.

Level 3: Experiment

Penetrating the last analysis levels of the study raised many concerns regarding the lack of experimentation of new ideas and innovative processes. Strong process governance and high risk aversion has created an inert culture of innovation. The brakes have been well and truly applied to any kind of experimentation to try to identify the best benefit returns on adopting new innovative approaches, methods etc.

Having the chance to trial innovative ways of working, rather than having a new idea ignored/rejected, because it shows change and steps away from the norm way of working.

When questioned about what would help them to innovate many pointed towards enabling controlled but flexible experimentation as a method for tackling such a deep rooted problem.

I think space to experiment
more flexibility in what I can do to improve delivery by trying “stuff”

Overall this identified barrier inertia is reinforced at various levels of intensity depending on the source it comes from. External induced inertia comes primarily from Politics, Media reputational issues and the fear of getting decisions wrong identified in Level 2 analysis: **Improving decision making.**

If you take decision making capability away from people you are saying 'you can't make that decision, you're not capable of making that decision, and you’ll make the wrong decision'. That is very damaging

psychologically which is perhaps another explanation for the poor survey results, too many damaged people!

This leads to significant increases in governance and audit activities to assure success from investments but induces delays in **management decisions** which are perceived to be problematic, freedom to act and respond to crises and delay in implementation as identified within the Level 2 analysis responses concerning management decisions.

Level 3: Decision Inertia

Inertia displayed in processes and decision making can often lead to the creation of a static culture where innovative ideas just simply never go anywhere or go so slowly through development that they can be overtaken by newer external innovations before any final implementation.

How does the organisation expect its staff to be motivated and feel they can make a difference if their ideas are simply held for many months and nothing is done or any feedback received?
I'm aware there can be some delays, but surely something can be improved to speed-up the process?

DEPT C has experienced its fair share of these so innovation processing and development speed has to be given a higher priority if a solution to free up or overcoming such inertia barriers is to be identified

Use of time to move ideas slowly rather than a quick yes/no?

Some also appear to take the view that the slow progress of innovation could be perceived as deliberate to slow the spending of budgets, or to discredit certain innovations. The reason why the process appears slow must be researched. However it is beyond the scope of this study.

Level 3: Directorate level Management attitudes and decision making

The relationship between management and the issues surrounding decision making appears to be a concern of some.

A lack of a senior management decision over the Departments Collaboration Service.

Management induced delays, transparency of reasons and deliberate hindering of innovation by active management practices are all perceptions of why innovation is not currently effective within DEPT C.

With such apparent autocratic management being the often perceived style it is not that surprising that for some any appetite for innovation is visible apart from a few small groups of specific interest group practitioners.

Additionally I believe people are put off trying things that are significant because of the prevailing attitude of senior managers, where unless what you say agrees with what they think, then they are not really interested, especially if the improvement has an implicit or explicit criticism of how they have decided to do things.
I am not a shy and retiring bunny, but I do not see an appetite for anything other than minor changes within directorate management

With the overwhelming push for change under tight timescale delivery management it is also not surprising that only slow minor change and prescriptive management have been evident so far. Given the amount of required change on the horizon to meet savings targets and the saving needed to be made just to keep government functioning evidence supports the view that such hindering practices will have to be lifted to make innovation generation and implantation beneficial to central government.

Level 3: Inefficient current innovation schemes

Throughout this study current internal innovation schemes were continually criticised for being slow and inefficient.

A colleague made a suggestion via scheme E channel and got nowhere with his proposal. Very disappointing.

Poorly managed employee expectations along with poor communication or personal involvement in their ideas' development all appear to contribute to the negative perception of such schemes and ultimately the disengagement of employees from the whole innovation process. Personal engagement of their ideas seems to be a key desire of employees and managers who currently generate ideas.

87% do not feel they have the opportunity to contribute to decision making
decision-making is a root cause of the lack of engagement

From such internal information evidence as staff surveys, despite engagement of staff from apparent low morale groups, the participants of the study acknowledged that innovative progress is being made.

Firstly I do want to say that while I acknowledge our scores are still low, I am pleased with aspects of the survey results and in particular the fact so many people participated and the fact that the results are moving in the right direction.

However there does seem to be a need for further empowerment and accountability for idea generators and decision-makers to hit the right balance for DEPT C to be able to truly exploit its full innovation potential.

Accountable for how we do that: so we do need to strike the right balance between empowering people to take decisions, and assuring ourselves as an organisation that those decisions are taken within a robust framework.
Importantly we must also be able to demonstrate that we are making consistent decisions for customers in like circumstances across the UK. So realistically there do have to be practices and guidelines within which we all operate to apply the law.

So from the evidence analysed, from this new decision making basis, consistency and realism underpinning innovation has to become a centrally demonstrable feature if any innovation process is to take root and thrive within DEPT C.

This desire for consistency also extends into delivery and the desire for Policy success. This striving for consistency has therefore seen the birth of a small industry within the closed system of public services called targeting. Internally such risk aversion is magnified within the lens which is public sector management identified again in Level 2 analysis:

Level 3: Improving decision making

> De-layer its management spines and the Lean philosophy provides the right environment to continue to make progress and will help empower our staff, I am sure.

Within DEPT C, the management culture appears to have created an environment where buy-in and engagement develops slowly and is limited to areas with a tradition for new innovation such as Digital delivery etc. To overcome the barriers surrounding internal customers, the concepts behind need have to be addressed. As long as the innovation meets specific need then it can successfully negotiate the Governments governance and investment maze as well as allowing risks to be managed and benefits realised as early as possible. Need appears to also overcome internal over-caution.

Level 3: Engagement Issues

Again as a long term issue, this barrier appears to have become a constant feature of daily public service change.

Level 3: Apathy to innovation

Akin to frustration evident in **proposition 1** Apathy was evident. From this evidence it was also clear that a myth could be busted. Apathy is not just the domain of the young and lower grades. Such evidence was distributed throughout most grades apart from the Senior Management.

Which is understandable, but it's easier to just do nothing, and do it as does everyone else.
Often it could be the way others respond to change, i.e. less willing to participate with change as they have been in the same role for a long period of time.
All of what I have said. Motivation is one.

As per chapter 2, in theory innovators need to be well motivated creative individuals however in the real world not everyone can fit into that “perfect” category. As will be seen later such challenges can be tackled by harnessing delivery teams and managers as innovation teams.

Level 3: Maintaining Delivery Standards: Encourage a 360 degree learning environment

Education and learning opportunities are underutilised features where innovation engagement is concerned. Staff feel that they are often not listened to when innovations are being proposed. This study is no exception (see proposition 1) Consultation is seen as a negative process that many view as involving preconceived plans in place and that their views on innovation are not valued as decisions have already been made.

Listening to experienced staff that have been doing the job and not viewing every objection staff makes during consultation as negative because they want their own preconceived plans to proceed.

Akin to a “no blame culture, a “non-judgemental” learning culture appears to be needed as seen in level 2 analysis concerning “No Blame”. Many feel that their jobs are not understood by those responsible for the changes or proposed innovations.

Also the resources needed to carry out current roles along with Internal and external delivery pressures are not fully appreciated where change and innovation pressures are concerned.

Chapter 4: Proposition 4 Page 233

Level 3: Exploiting an opportunity

Positivity about the few innovations that have been exploited is evident. However such positivity should be used to develop a wider accepted innovation development process rather than be used to pursue awards alone.

> It met a need that the National Audit Office had highlighted for years and when we introduced the service they gave us two commendations

Level 3: Lack of Innovation skills

Lack of skills again surfaces as with proposition 3.

> What stops me innovating is, one it's not my core skill (know your own skill set is my motto) and two even if it was I don't have the freedom of time.

As did the need for time to innovate identified in Proposition 3.

Level 3: Innovation Inertia due to change constraints

Many UK Departments have seen significant cuts and retirements in their staff numbers and ageing workforce while being targeted and policy driven to deliver more. By targeting skills improvement and development some success is being achieved in pushing up the productivity of remaining staff with professionalization and tangible skills training impacting on key public sector areas. Coupled with technology enhancements and innovation with digital delivery and automation future efficiency uplifts are being supported despite the continued skills drain of further

cuts and austerity measures faced in the near future by all governments across the globe.

Or not having the opportunity to look for innovative ways of working a process due to the constant change of process priority.

Level 3: loss of Talent and creative individuals

The UK Civil Service with its ageing workforce although developing more transferrable skills is facing a much further diminishing skills base as market economic recovery will attract their best talent back to the higher rewarding Private Sector. Ways of resolving this challenge to the green roots of public sector innovation have yet to be explored.

> I am now looking outside for opportunities and have also started a small business. The difference in the latter is that I can instantly adapt or change things. It is so quick and simple to. I believe it will be rewarding for many different reasons.

This could be tackled with the development of high turnover apprentice schemes where innovative graduates and young workers join the Civil Service for short terms to gain work experience and skills, delivering what the Government needs with the knowledge that the majority will be churned to the private sector in the short term. This will see the end of the career public servant and the creation of the short service innovators as public service delivers, fundamentally changing the nature of the public sector culture forever. If it can deliver Innovative change has still yet to be discovered. How will the UK Civil Service ethos of impartial government survive such a fundamental shift in thought and power? Will a Civil Service encouraged to think for itself and innovate still be a public service that does not ask questions of the political doctrine of its Political Masters when implementing policies? Unbiased in all action may become a stance of the past. Is this an innovation too far?

Chapter 4; Proposition 5 Page 245

Internal Continuous Improvement

Level 3: Inefficient current innovation schemes

How actively engaged in innovation existing or new incumbent recruited public servants are depends heavily on their exposure to innovation in their previous department. It also depends on their knowledge of the business involved in the innovation and also how enlightened they are to Innovation implementation within a public sector environment. However as stated in proposition 2 their enthusiasm can equally be as fragile as anyone involved in the process if their expectations are not managed well. Scheme E is an internal staff innovation scheme.

New support process walk through with Section E and supplier process leads.
A colleague made a suggestion via scheme E channel and got nowhere with his proposal. Very disappointing.

Scheme E creates a great dichotomy of views. Although receiving encouraging support from some participants its communications and delivery consistency remains questionable.

What is clear though? DEPT C needs to review its innovation generation schemes if it wants them to be fit for purpose to meet their 21st Century challenges.

Scheme E is quite good ... though its early days so not sure what ideas will be used and if they will help with the day to day office work or help our customers

If I would want to innovate I would use whatever there is once the “old scheme” were put to sleep.
get involved with "Scheme"

Innovation suggestion schemes within the public sector have a chequered history with more failures than success. DEPT C appears no different where their public servants are concerned.

Staff Engagement

Level 3: Engage Creative Individuals

Many have experienced the marginalisation of maverick innovators and “blue sky” thinkers in recent years within DEPT C.

We need to make better use of “Geeks or whatever” who can bring blue sky approaches
Improving the take up of innovation and the generation of ideas you need “outside the box thinkers” especially within the programmes supporting Team based innovation.

Efforts should now be made to engage these talented individuals to work with teams to create a ground swell of innovation ideas within the internal system.

> There has been no place for non-conformists, odd-balls, challengers of the status quo, eccentrics, free thinkers or disagreement.

Level 3: Unorthodox sources of innovation

Some even feel, as identified through level 3 themes, that unorthodox ideas should be encouraged. If managed carefully as seen in theory in Chapter 2 such radical innovative processes can prove to be successful.

> Some ideas do appear to come from unusual sources

Level 3: Identification of Opportunities

Opportunities for innovation come directly from policy and the steer to change. It is evident that DEPT C until relatively recently delivered process inadequacies and technology gaps by increasing manual work-around processes. With austerity and the pressures for headcount reductions such measures have to be viewed as a part of history. Innovation is now seen as the way forward to fill such process gaps with technology automation and expectations are high that it has to deliver.

> Hire more staff? ...After all some of these well thought ideas could make substantial difference in improving costs, productivity and quality.

Such restrictions also raise opportunities and new yet unseen challenges to be faced.

Using phrases that make it clear that we can see opportunities for improvement should be viewed as a positive thing.

Frome the analysis DEPT C certainly do not lack opportunities for innovation to make an impact, be it by intention, change or by sheer mistake.

Innovation can arise out of mistakes (e.g. the post-it note), Business process re-engineering (car insurance), necessity (the WW2 jeep) or a drive for market share (most of the IT gadgets).

Many of the participants have observed these opportunities, even if they are not active in current innovation development activities, within their specific business areas.

Overall there are plenty of opportunities for new ideas to be published and they are actively encouraged.
These processes allow for new ideas/methods of work to be trialled and more importantly for feedback on the new processes to be gathered. Using these methods also allows for the progress of the new ideas to be monitored.

Level 3: Quality Focus V Challenging?

A theme which also appears to have a significant barrier inducing impact is the concerns about the drive to produce and maintain high quality outputs in a lower risk environment. It appears likely from the analysis that such quality driven change has a negative impact on the testing and take up of risky innovations. These quality issues appear also compounded by the short termism views focusing public image with the Customer and media, surprisingly, as a stronger driver for innovation in some business areas than the drive to resolve the problematic issues on the horizon.

Focused on quality rather than risky innovation? Media …maybe.

Level 3: Pioneer Environment

Requiring high risk management, larger resource pools and significant forecast benefits, the Public sector has a history of often shying away from pioneering or radical innovation. However that has not stopped them from being the testing grounds for pioneering innovation developed by others.

> Maybe this is where our suppliers/partners (and their forums ?) can help - support us with that pioneer environment - bring it nearer to us. I often hear we could try/do loads of things 'if only we have a server to put it on'…

This is encouraging as there appears still an appetite for innovation partnerships to encourage faster action to implement beneficial innovation.

> ...so how about a pioneering environment (people, places & technology) in which we just do it. it needn't just be DEPT C either - no process, expectation or analysis - just action.

Level 3: Management decisions

Some managers appear from the evidence to confirm the anecdotal evidence about not having the confidence or skills to make localised decisions with wider impacts: innovation being one.

It was argued that research indicated that as many as 48% of managers were incapable or afraid to make decisions, primarily as they didn't want to be seen in a bad light if they got it wrong or take the consequences for a flawed decision. I thought that this was quite a stunning (and awful) revelation if the research was indeed accurate.

This has the potential to be an innovation limiting issue and a significant barrier to current innovation attempts.

I'd argue that the figure of 48% is actually low. Most of the managers I've worked for, and been around (both in private and public sector) don't make many decisions, but take it up the chain. Though the remit of 'decisions' covers a massive range.
Question is whether the inability to make decisions is a function of what you describe, i.e., lack of empowerment, fear of making mistakes, etc., or just temperament. I know a lot of people who are incapable of making decisions in their private lives, too - red wine or white, Spain or Italy, Cheshire or Wensleydale...

The growing bureaucratic demands managers now have to complete,

I was at an Employment Law conference on Thursday and the solicitors were advising that managers should document every decision they make! My view is that is impossible as managers make hundreds of decisions and actually its quite a sad state of affairs if we give that advice.

Evidence appears to support the staff perception that rapid delayering of public sector management spans combined with growing governance checks and controls have all contributed to management confusions. This appears to have reinforced a growing feeling that managers have a reduced ability to make decisions.

this is what may be referred to as delayering which has been undertaken in many organisations. And whilst there are benefits there are also dangers - the recent Newsnight issues at the Beeb for instance - I have seen it said that, though there were clearly errors by individuals, some of the controls and checks that may have been expected by additional management levels were lost through some of their enforced cutbacks.
However, the management layers depleted or otherwise just created confusion, uncertainty and an illusion of control
: I heard that in the latest Beeb issue, each layer of management just referred the decision-making upwards! What point is that?

Continued Management by escalation will hinder real innovation progress.

Managers appear to be critical about their own ability to manage and appear critical of the support they receive as well.

Chocolate fire-guards. DEPT C re-layered B and it made my job harder. At least I didn't have to suffer System C though.
In my opinion/experience projects are undertaken even though senior management already know the answer that they want and the project will continue until that answer is given – so whether that preconceived answer fails or succeeds there is no scope for any alternative

From some quarters, there appears to be a strained relationship within management where change and innovation is concerned. Even if middle managers make decisions they appear to often be over ruled further up the management chain by individuals who are perceived to know what delivery needs exist without any alternatives considered. This management does neither encourage innovation to be considered nor empower manager to make innovation a priority to drive up efficiency and performance.

Middle management is perceived when able to make decisions as often operating in isolation and that ideas although listened to and even sometimes trialled, never had any management intentions to be implemented. This perception could however be frustration driven.

and that they make their decisions in isolation of the facts of life.
That said, I do recall many years ago, they took on board an idea from an AA, that it would be easier to NOT use Alpha numerical order in District Reference filing. They surprisingly trialled this, but as was clear from outset, it was not persevered with.

This disappointing corporate memory and shared experience still exists and is evident in the beliefs of the employees. Even if not currently true such views will be difficult to challenge unless radical innovation and change is considered and the culture challenged.

Level 3: Management understanding

> : I recognise and understand the fear. But it is overcome by commitment to the team. Leaving people in limbo is just not on.

Middle management appear dedicated to the concepts surrounding Team delivery though. They appear to have strong buy-in to engaging everyone in tasks and target delivery.

> The reasoning behind can be varied, though one of the prime elements is managers not knowing what level of decisions they are actually empowered to make and therefore taking a default stance of deferring decision making to a higher power. In every organisation I have worked for the real decision makers is made up of very few people.

Still confusion about levels of authority and especially when to escalate is prevalent across the UKs public services. DEPT C appears no different. Thankfully only a few participants believed that true decision making lies in the hands of a select few. However some managers appear as disengaged from innovation as their staff.

> This was because managers apparently spent most of their time on initiatives that never materialised and informing the lower orders of things they already knew and not giving them direction about things that they did not know.

A key contributor to this disengagement appears to many to be a growing lack of understanding line and middle managers have with the work their teams deliver. This appears to compound their lack of understanding of the impact of suggested innovations on the wider department or as best practice diffusion.

not understanding what it means to actually do the work,
I feel that there is resistance to ideas due to a lack of understanding and also the way things are done.

Level 3: Improving decision making

There is a desire evident that improvement in decision making is urgently needed and should be encouraged.

Interestingly, there is some research that suggests that you can improve your decision making if you take fewer of them (almost as if there is a limited number of decision you can take). So the suggestion is to cut our trivial decision making to keep your mind clear for the important ones.

By suggesting new management theory implementation -

: I have had some great managers who let me get on with it, yet are there when I need them. They have also shown me ways to deal with indecisiveness, such as ignore it and make the decision yourself, or look for ways to stir things up a bit.

To requesting light touch management, further delayering combined with empowering strategies appear for many, as a way of rectifying this long term public sector issue.

Apart from the movers and shakers in a business who made an impact, you could remove whole strata of management and the operations would probably run faster and better.

A positive feature was the view that as a problem middle management issues could be rectified and lessons learned.

Still time for a review and lessons learned....
I reckon there are loads of areas in Section E that could be made that little bit 'leaner'. Then if someone can't make those decisions who should be doing so - it's a simple case of Needs Improvement and on yer bike if you can't shape up.

Level 3: Manager's time

A bigger problem is the time pressures currently faced by Middle Management and the impact that is having on innovation engagement.

> and Front Line Managers, I don't believe have the time to deal with questions regards practices and ideas on them.

It appears a common belief that such managers do not have the time to handle ideas or even encourage innovative activities.

> My immediate line managers seem quite open to ideas that would help us to achieve our targets, but the main obstacle to getting ideas onto paper is lack of time.

However not all appear to be like that. Some appear well capable of encouraging innovation but do not have the time available to document, test or diffuse such innovation best practice.

Slow Roll-out

Level 3: Management decisions

The third level of themes returned back to the Management decision debate highlighting how important to many such a problematic issue is.

> In my view, senior managers should say "no" on occasion (if what is being proposed is simply not viable or cannot be done in the expected timescale).

Senior and middle managers should be encouraged to manage effectively even if their assessed decision is “No”. Too many ineffective changes are being pursued without the opportunity to review them on a regular basis. As the world changes to preserve public funds future innovations must be robust enough to be regularly challenged and cancelled if they need to be.

> It is costly in resources, time, decision making stretch and just isn’t transparent enough to think differently.

Decisions made need to be transparent and auditable.

> People want others to make the decisions

Managers at all levels have to have the confidence and be seen to make decisions.

Level 3: Planning Restrictions (Trust & Honesty)

Management planning to incorporate innovation is often seen as an actual discouragement to innovation. Innovation has to take a higher profile within strategic planning

> Innovation is included only when they fit in with the organisation’s own (high level) systems/plans.

Innovation as a resource intensive activity needs careful planning and execution: a skill many current managers may lack?

know what resources or tools will be available for innovators to use to develop and deliver new products

Current planning practices, from observation and by analysing level 3 comments are perceived by some as more luck than judgement with limited contingency.

no contingency for in-flight projects
if they align it could be put down to luck rather than judgement.

Managed change, as stated in proposition 7, appears to be causing innovation opportunities to be lost while some of the innovations adopted are cynically viewed as not totally honest in public service delivery.

It appears that although change has been announced the same goes on and the opportunity to innovate is being lost.
"Some Innovations" come... with one sided intentions. Where allowances are given it is often the honest customer who suffers.

key services will be and what type of thing gets done

However planning does get done and is improving but it appears still to have a long way to go to incorporate innovation activity alongside daily delivery targets

Level 3: Changes being identified: Control Future: Forecasting need

Again level 3 themes mirrored the planning issues of heavy workloads against management caution due to the limits of forecasting.

I'm starting to recognise a pattern of December being very busy
There is no point in encouraging innovation if you cannot control the future business environment to maximise the benefit.

Managing innovation under public service restrictions still remains a concern-

And it definitely restricts innovation if you cannot foresee the business need

However the current push for digital delivery, can be seen from the evidence as a positive way of freeing up delivery time by increasing transaction speeds and opportunities so innovation can take a higher profile in planned daily work.

digital is really good once all businesses are involved it should make things easier

Chapter 4; Proposition 6 Page 293

Lack of flexibility to innovate and limited IT for innovation support

Level 3: Trust in Reporting

If such accuracy issues exist then trust in the figures supplied have to be questioned. This could ultimately lead to a breakdown of trust between internal and external political reporting streams.

Although I do not think that is necessarily the case of the board, to whom I believe a lot of things do not get forwarded.

Level 3: Cost/time

Not all ideas can be implemented as some things may be too costly or take too much time to implement; there is always a need to weigh up the cost against the potential benefits
Competing priorities, cost/time constraints
Perhaps costs for these changes would be huge? But if so, why?

Again a concern that appeared as a theme in all levels of analysis is the barriers increased costs and time pressures have on DEPT C's capability to innovate alongside maintaining their Government responsibilities. Some innovations will fail and others will not be able to be implemented. From these events decisions will need to be made throughout the management hierarchy as discussed earlier. **Maybe innovative thinking needs to be brought to considering alternative funding models to meet this needs?**

Level 3: Encourage Team Innovation

I try all the time in my role and have been able to make small steps within our team but DEPT C wide I don't think so.
It is almost impossible unless you are part of the **gang** to get promoted, challenges are frowned upon and innovators are treated as oddities rather than celebrated.

The very act of encouraging team involvement in innovation could be problematic. However individual or “Gang” based innovation pockets could become the starting points for a wider networking push to create a wider innovative organisation structure, supported and managed within the delivery teams of DEPT C.

Level 3: Active support of management

My manager encourages and supports innovation and challenge.
Supportive management is very important.
If this is the case, people feel comfortable to make suggestions, especially if they don’t have to worry about taking time out to consider possible improvements.

Supportive skilled managers who listen then act upon innovative ideas appear to be widely needed.

Management actually listening to Operational staff BEFORE making changes.
An innovative minded manager,
My immediate line managers seem quite open to ideas that would help us to achieve our targets

These managers also have to become innovation managers as well as line mangers with the training and flexibility to become effective Team innovators. From the evidence DEPT C is moving in the right direction but has a long way to go to reach that nirvana.

Level 3: Assist the Managers of Innovating teams and individuals

It is clear so far that public services culture requires significant challenging and change to adopt a universal innovation support ethos for all public servants.

> As always it would be the managers at the front line who would be there to advertise, build up and get people to take part, but they only have so much time. Which is taken up with general administration of their teams?

However it is believed that front line mangers have to be the lynchpin to successfully move to such a dynamic innovation support organisation.

Level 3: Harness current practices

DEPT C appears to be harnessing current practices as part of their wider CI LEAN initiatives. The opportunity to realign these to more innovation focused projects should be an opportunity not overlooked and means they already have a reporting toolkit suitable for innovation generation and implementation.

> Business Process Re-engineering looks for innovation to drive more transformational/radical opportunities.

Chapter 4; Proposition 7 Page 309

Risk Aversion

Level 3: Funding & Resources

> Not spending money can be counter-productive

This was confirmed within the next level 3 theme: not spending can become a short sighted reaction to spending pressures

Austerity Impact

Level 3: Better use of skills and resources:

Further themes began to emerge regarding Wasting funds: Wasting time: Use Skills. Modernisation, innovation and the implementation of technology all appear in theory and observed practice to have enabled professionalism to grow while seeing tangible reductions in manual and routine repetitive clerical work.

> Although many of the staff have expressed a desire to move away from this routine work, the challenge of learning new skills and in some cases talking to customers and colleagues will be uncomfortable.

However from comments raised tighter use of resources, much needed reductions in frustrating processes and waste also appear as key desires which innovation would add to public sector efficiency and service support satisfaction.

> Regularly have non-refundable rail tickets with no travel in sight!

time consuming frustrations

Its already part of our jobs to look for better ways of supporting our business customers and the citizen. it tends to happen naturally anyway. The process to harness that, now we have competition and loss of exclusivity gives us an excellent opportunity.

Despite these restrictions low level risk appears to be managed anyway in daily work delivery. It appears however given risk aversion bias, moderate risk has not been tested in many public sector bodies yet.

Chapter 4; Proposition 8 Page 321

Level3: Blockers and morale.

The growing lack of staff happiness was quoted by several individuals as impacting upon their participation in innovation as well as their overt actions as potential blockers of innovation.

There is nothing stopping my putting my ideas forward. The only issues are staff. Some people are not happy with change or trying new ways of working.

The growing negative behaviours of public servants averse to anything new and the wide range of negative feelings surrounding innovation impacting upon attitudes to work all appear to have been experienced or observed by many as a contributing factor to the continuing inability of the UK public services to innovate.

I think the majority of staff with can make informed decisions if they have all the facts but there will always be people who just don't like to try new things.
Various people would be unhappy with this change, and perhaps could have stopped it from happening. Due to they are not used to them, they may mess up their hair, that's not how they answer the phone at home, or what they like. So these attitudes would affect positive outcome.

Therefore intentional and unintentional blocking behaviour in the public sector must be viewed as one of the significant barriers to all levels of innovation.

Level 3: Changes being identified: Technology innovation

Post 2008 and the creation of the Austerity agenda as a way of tackling expanding public sector spending and the realisation that radical innovation would need to be implemented to resolve evident future delivery needs, the UK government appears to have embraced the need for dynamic innovation coupled with targeted investment in technological advances in such fields as Digital delivery and Mass data as a way of meeting its increasing delivery needs with less resources.

Installed a large widescreen monitor in the foyer which displays rolling information. We used to just have a free standing whiteboard which most people used to ignore. Now many people actually stop and take in the information.
There still seems to be a view that technology and harnessing people based creativity are two different beasts
I'm starting to recognise a pattern of December being very busy

By targeting investment to encourage the generation of ideas while exploiting these internal innovations policy-makers hope to enhance and create a virtuous circle of changes in innovation behaviour within the public sector.

With limited resources and their ability to "purchase to innovate" it is hoped that such actions will encourage the development of strategic and tactical partnerships as a way of exploiting every idea generated and benefit identified to reduce costs while delivering the increasing demand for public services. Even Contract refresh opportunities rarely lead to innovation adoption or even exploration. Much of Government delivery needs are just that. They only look at the here and now about

what needs to be delivered to keep the external systems policymakers and politicians and the citizens who receive the service happy. Innovation would introduce risk and risk costs in cash terms and in reputation if failure happens.

Technology investment is happening. Maybe not on the scale of the past but it is real. The near static nature of such supportive IT new technology adoption appears to have changed especially with the UK leading the modernisation drive. With this dynamism the need for exploiting technology in service delivery innovation from the comments evidence is gaining momentum. However can it make a real difference on its own? This still remains debatable.

APPENDIX 3: Questionnaire

The CPSI (2008) used a questionnaire

Proposition 1:

1) Our department is seen by citizens as being responsive to their needs.

3) Innovative people in our department are held up as examples and are clearly recognised by senior management for their contributions.

Proposition 2:

12) Articles, war stories, and examples of innovation in other departments and other environments are the topic of conversation in our department, both formally and informally.

Proposition 3a: & 3b

8) Our department, both line and staff, tends to get excited about new developments, new ideas, and new service delivery approaches.

Proposition 4:

4) My department tends to hire people for their talent, welcoming diversity, and doesn't attempt to hire people all cut from the same mould.

Proposition 5a: & (5b)

9) My immediate colleagues present a good sounding board for new ideas and are not hesitant about generating new approaches and new ways of doing things.

Proposition 6:

10) Rules and standard operating procedures are sometimes broken when there seems to be the opportunity to achieve a breakthrough or a new level of performance.

Proposition 7:

2) Our department allows the 'freedom to fail' and gives careful consideration to new ideas, no matter what their origin. Innovation or perfection anxiety led barriers.

Proposition 8:

6) We are methodical about innovation, particularly in utilising processes to assess the relative value of new ideas that come before us.

Proposition 9:

5) We look at seemingly unrelated events in the environment to determine how they might benefit us and our service to our customers.

Proposition 10:

7) Our departmental culture tends to look at change as presenting opportunity, not threat.

11) In their oral and written messages to me and my colleagues our superiors cite the need to be innovative, entrepreneurial, and creative.

APPENDIX 4: Supported Enabler

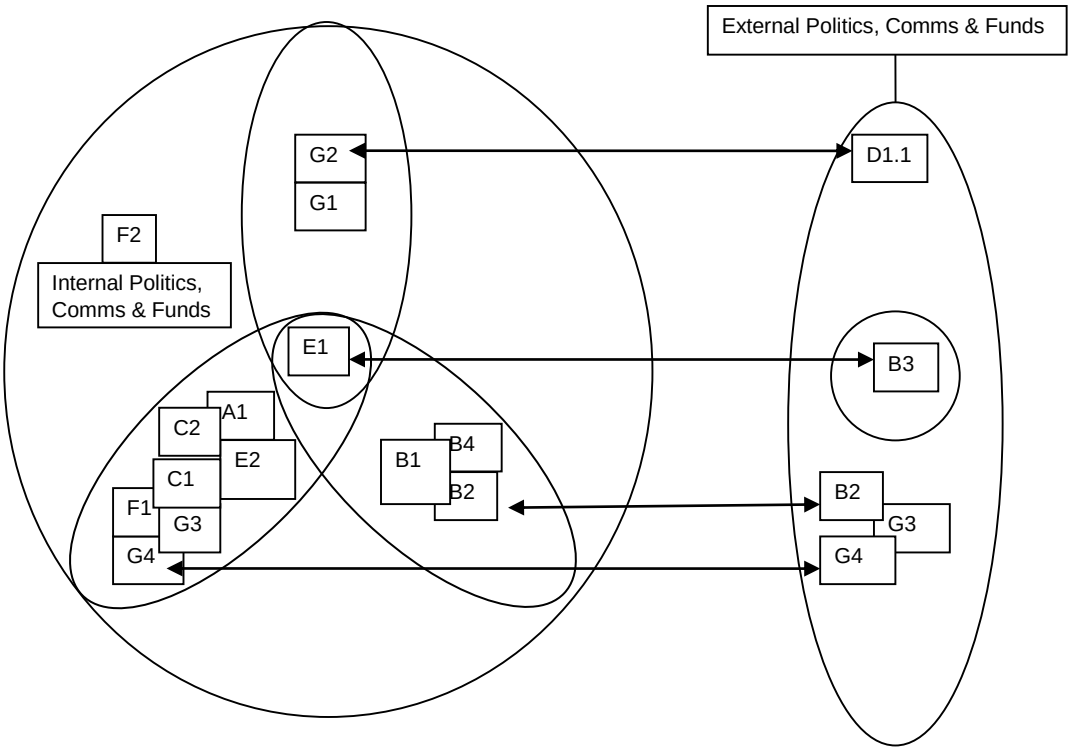
1. Supported Enabling

The key enablers to public sector innovation, as listed in the available literature:

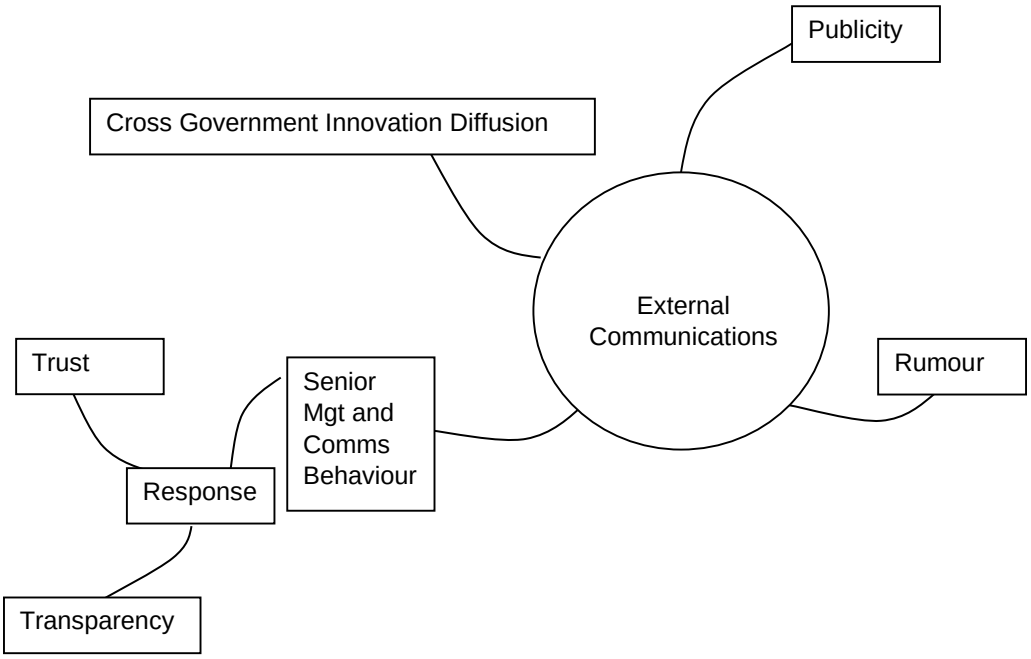
Enablers to Innovation (IDeA Knowledge, 2005, p20)

- Support from the top, e.g. innovative culture
- External outlook, e.g. learning from other innovators through benchmarking, networking, scanning of external environment
- Attention to views of ALL stakeholders, including users, staff and middle managers
- Involvement of end-users at all stages, e.g. in the design and development of prototypes for early identification and remedy of faults
- Scope for experimentation, e.g. learning from “honourable” failures, creating “safe” places for testing, etc.
- Innovation Champions, not Units
- Adequate resourcing, e.g. Central Innovation Fund
- Encouraging staff to innovate, e.g. allowing freedom/space to innovate and think creatively, rewarding innovation, etc.
- Ensuring diversity of staff, e.g. in terms of background, perspectives, etc.
- Ensuring full range of requisite skills is available, e.g. change and risk management skills
- Learning to accept and manage risk
- Evaluation, e.g. developing appropriate metrics, promoting real-time and double-loop learning, etc.

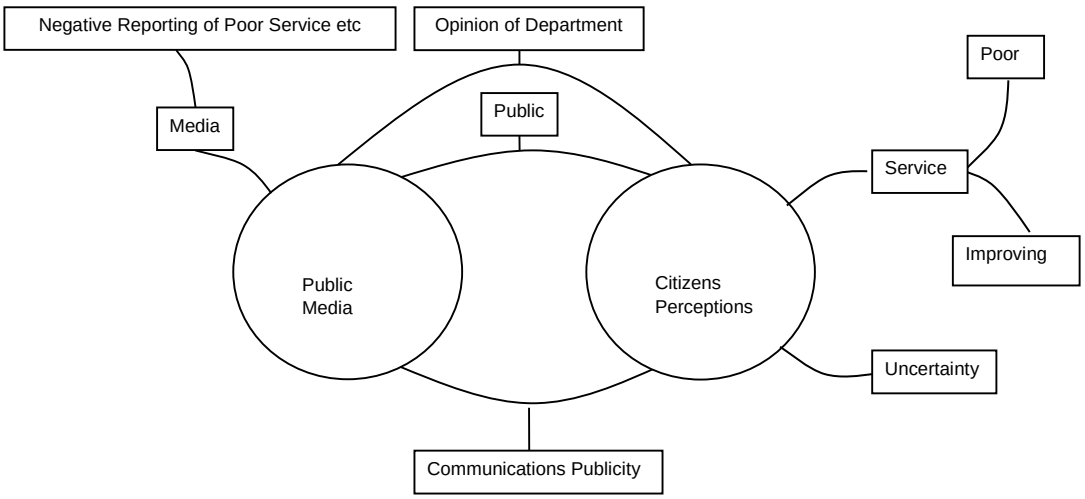
11. APPENDIX 5: Public Sector Barriers and Diffusion Systems (Internal & External)



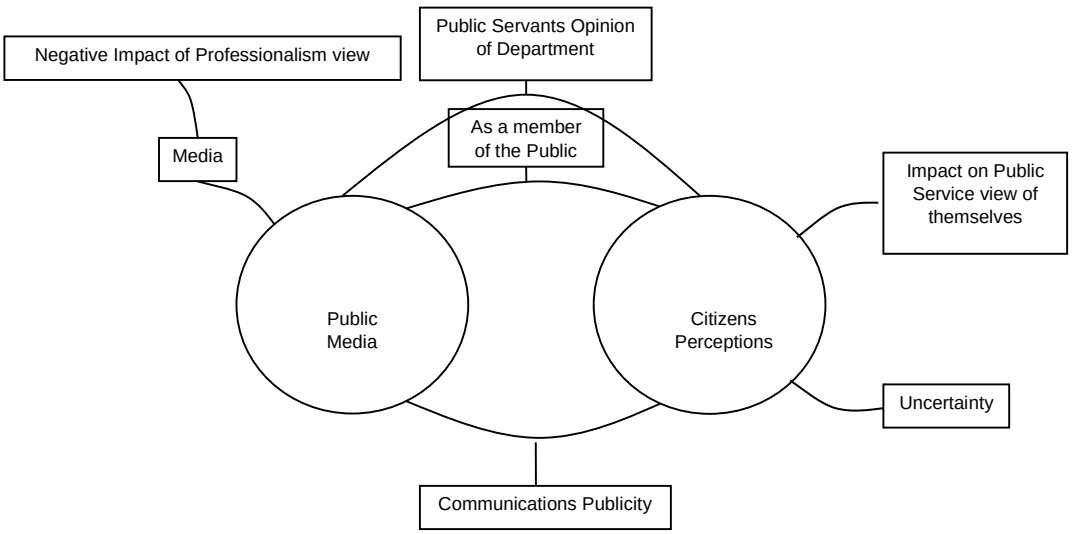
D1.1 External Information Mechanism (Linked with G2)



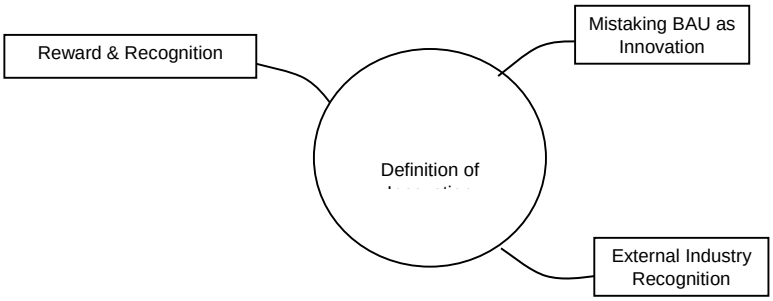
B2 External Citizens and Media perception impact



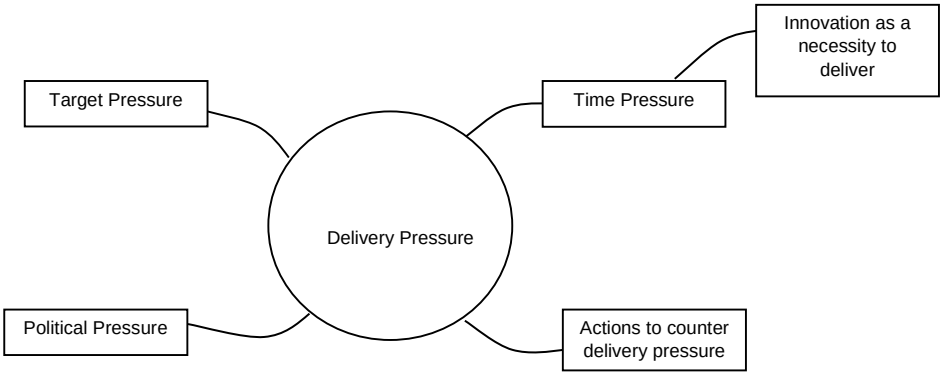
B2 Internal Citizens and Media perception impact



B3 Definition of Innovation (Internal and external)

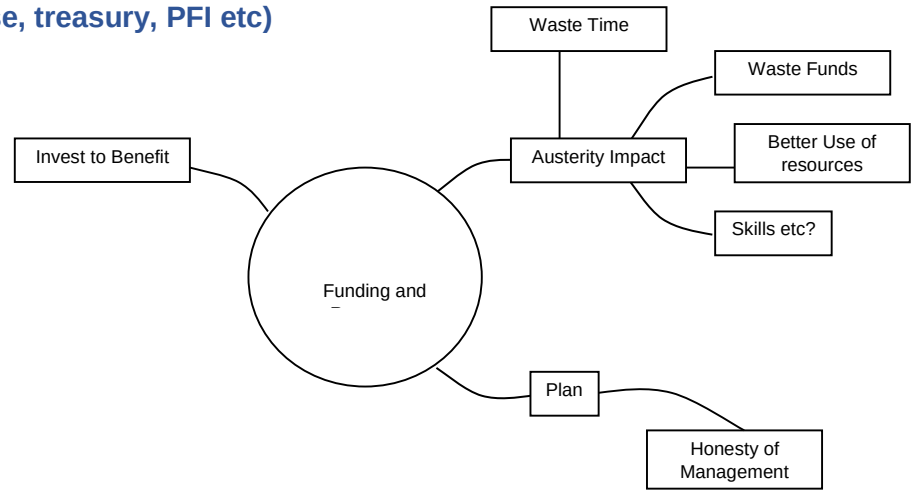


G3 Delivery Pressure (Internal and external)



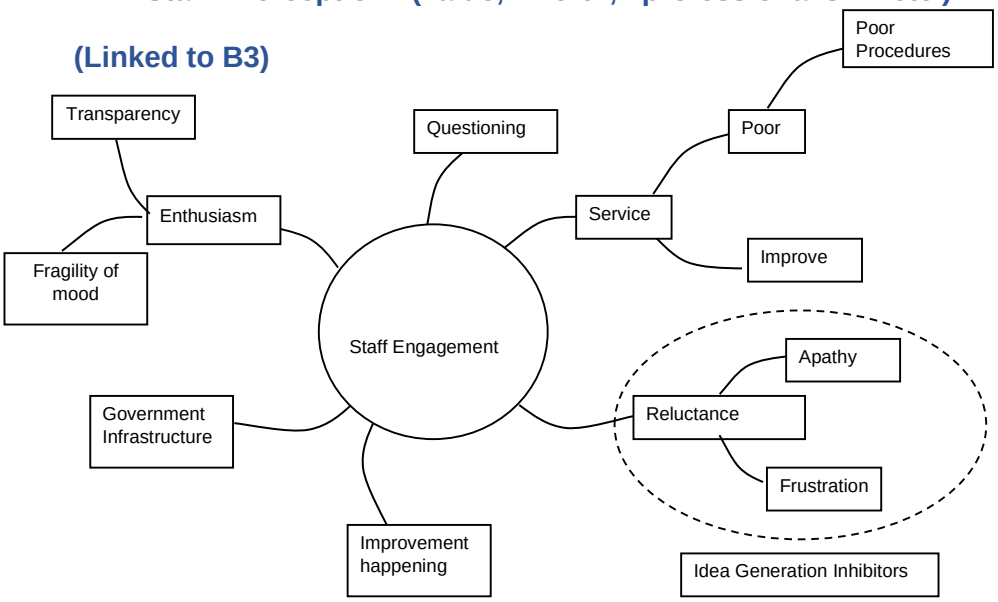
G4 Funding and Resources (Internal and external)

(Public purse, treasury, PFI etc)



E1 Staff Perception (value, worth, professionalism etc.)

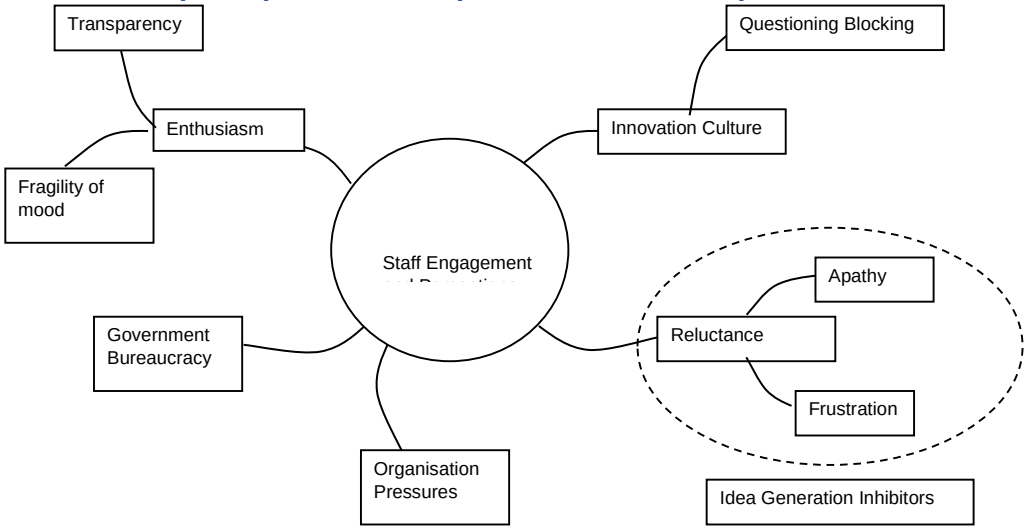
(Linked to B3)



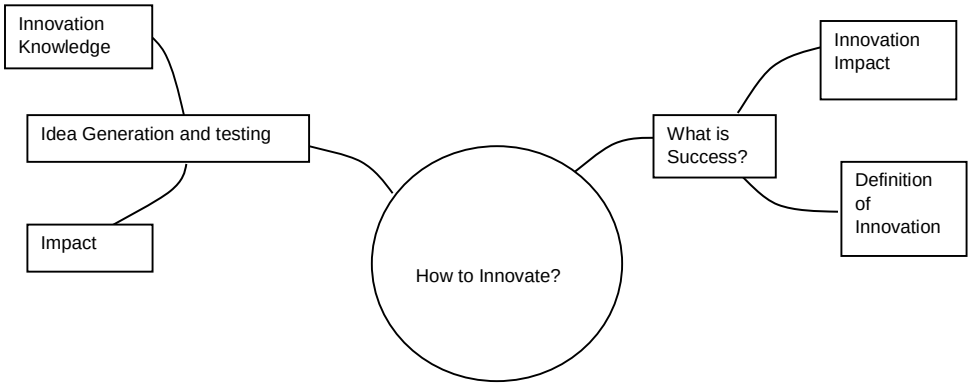
E1 STAFF PERCEPTIONS

Organisation embedded innovation processes

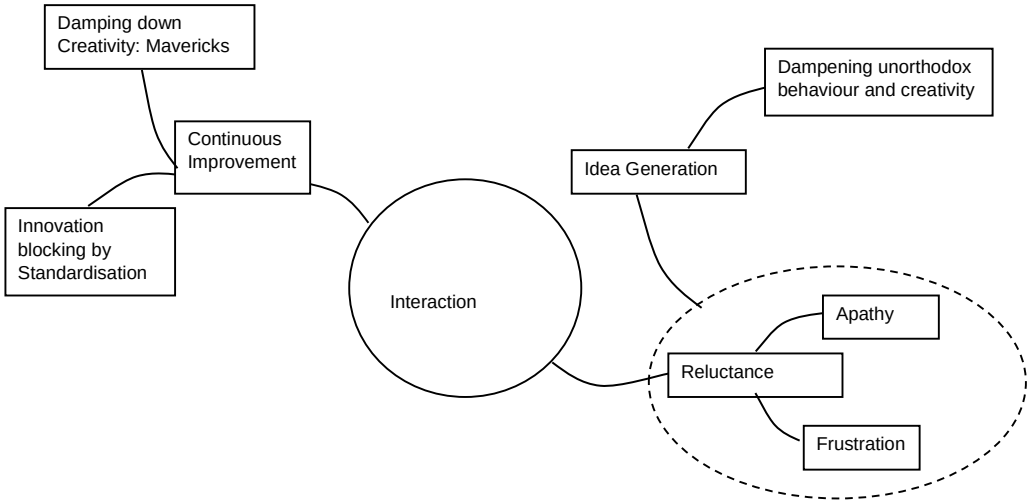
E1 Staff Perception (value, worth, professionalism etc.)



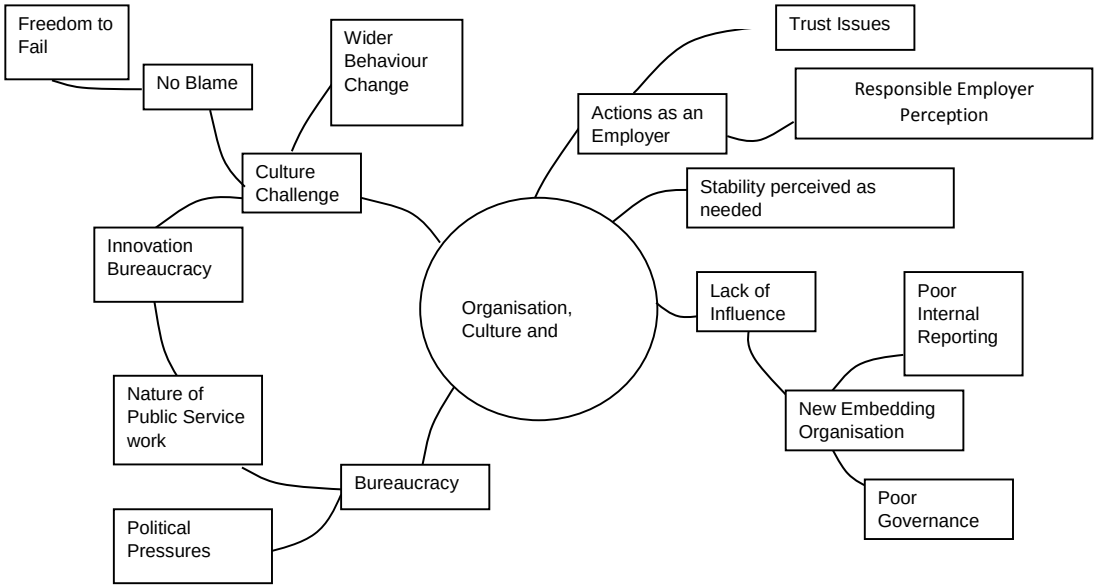
B1 Skills and knowledge about How to innovate (confusion, creativity? limited internal drive etc.)



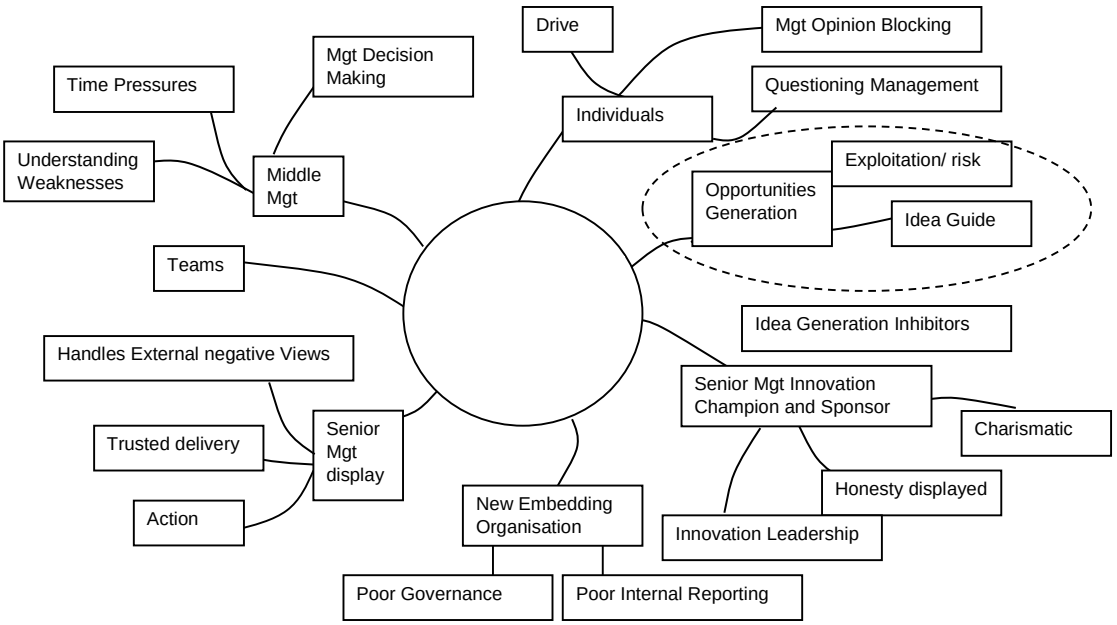
B4 Interaction with internal innovation schemes etc.



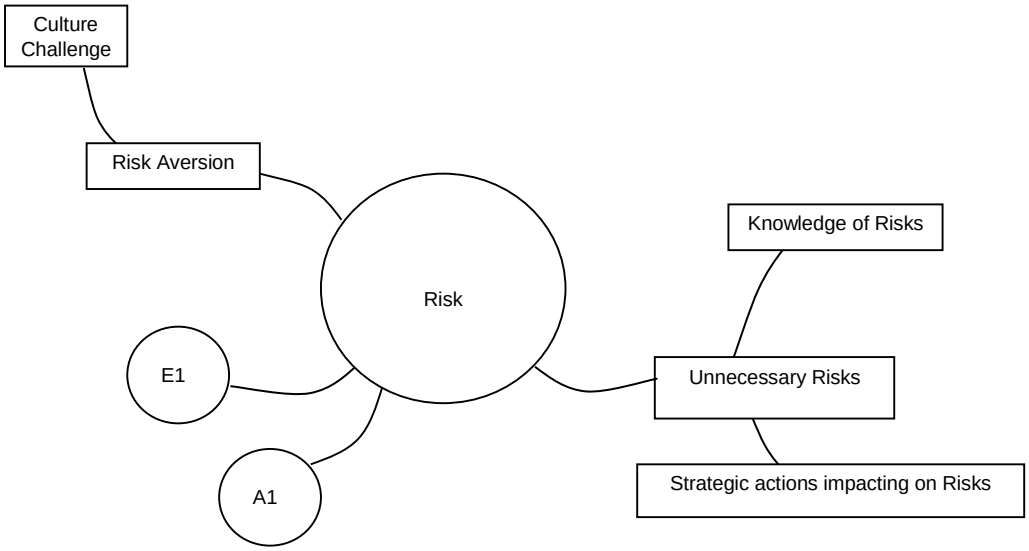
A1 Organisation, Culture and Structure (Linked to C1)



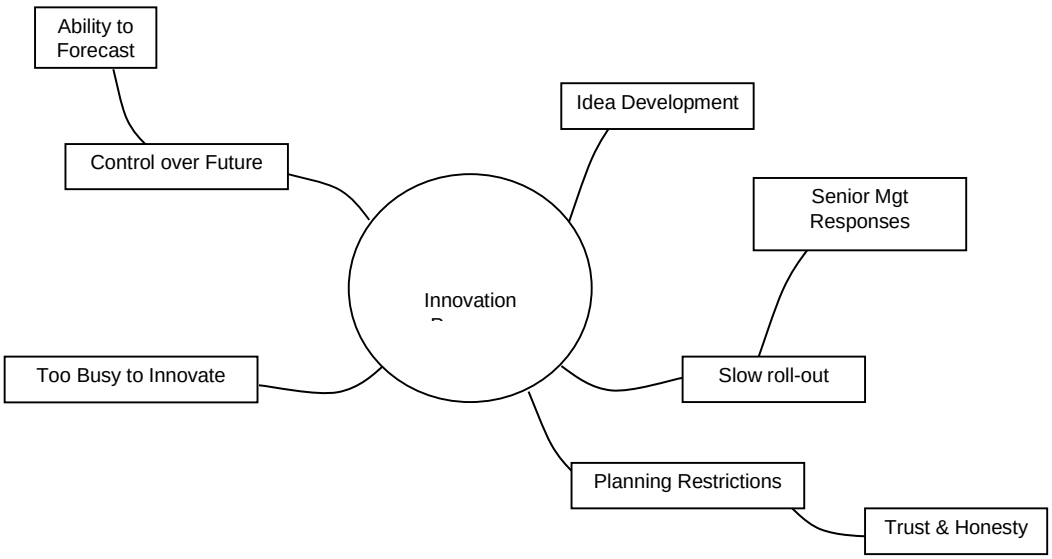
E2 Dynamic Innovation Processes



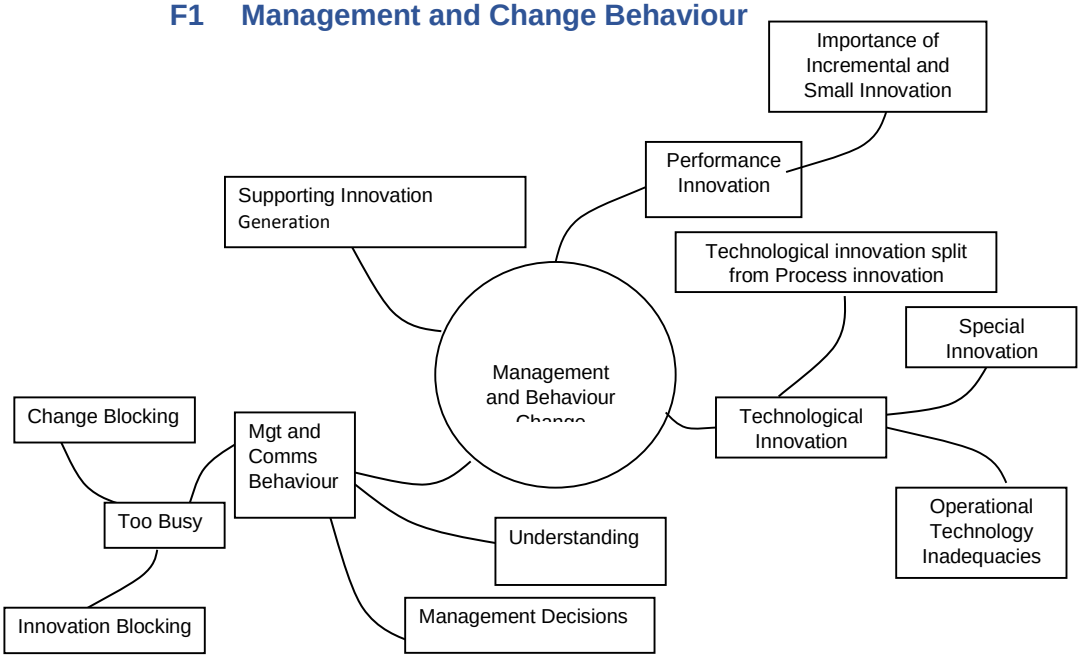
C1 Risk (Internal and external)



C2 Innovation Progress (Monitoring success etc.)

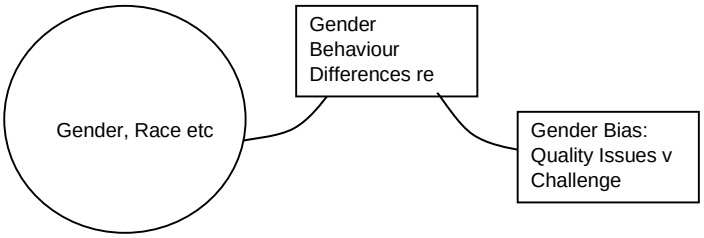


F1 Management and Change Behaviour

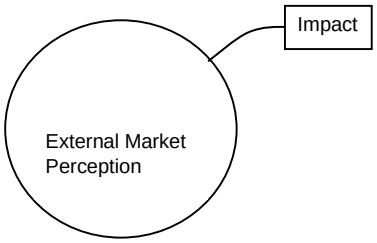


Internal Factors (Public Sector and General)

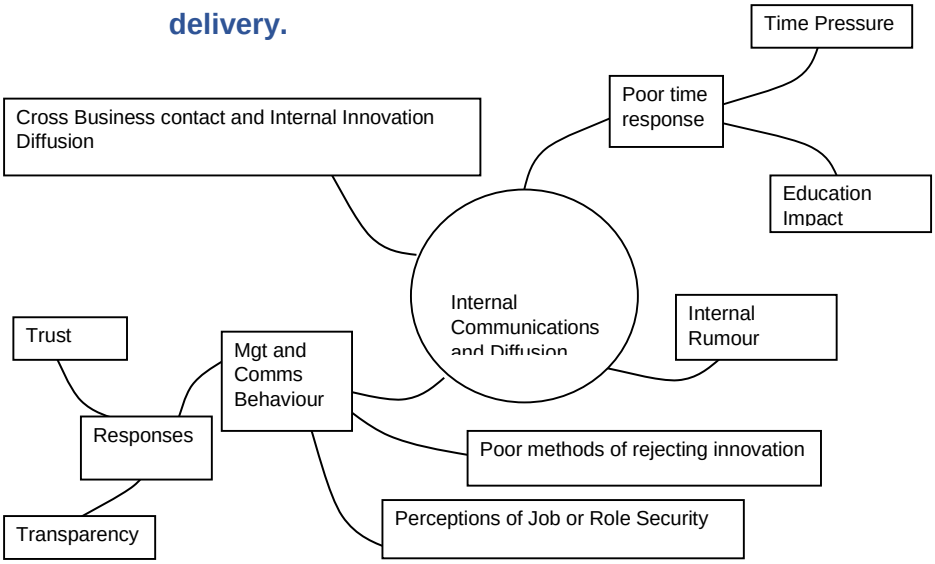
G1 Level 2: Gender, Race, Geographic location etc.



G2 External Market Perceptions (Comparisons with Profit and Survival Driven Private Sector) linked to D1.1 External Information



F2 Internal pressures: Diffusion: Efficiency, Savings and delivery.



Cross Government and other Innovation Diffusion

D1.1 External Information Mechanism (Linked with G2)

The initial themes that emerged by interpreting multiple comments meanings related to external information were – **Level 2** secondary comments**:** Publicity and Rumour, which closely related to further **Level 2** comments on Communications & Publicity. However the significant identified theme also at **Level 2** related to Senior Management Communications Behaviour (Response: Trust & Transparency). With its importance for cross government exploitation of internal generated innovation and diffusion, it is evident that Information mechanism concerns appear to play a major "Innovation barrier" role within current public services. (Chapter 2, page.120)

B2 Internal and External Citizens and Media perception impact

Related to current perceptions within **Level 1** initial comments, concerns about what success is? (Innovation Impact and Definition of Innovation) appeared evident. On further analysis, **Level 2** themes identified issues about Identifying success.

Further initial comments **(Level 1)** raised concerns about public servants opinion of department as well as separate themes at **Level 1** concerning Citizens Perception (Uncertainty and Impact on public service view of themselves) (Chapter 2, page 157) especially related at **Level 2** themes involving Poor Service.

Further **Level 1** comments identified public media (Negative Reporting of Poor Service and Impact of Professionalism View) concerns especially **Level 2:** Opinion of Department and **Level 3:** Department Values as well as **Level 3: "**Are Service Improving?" Questioning.

During the analysis phase, Citizens Perceptions became a key identified thematic barrier to innovation**. Level 1:** Citizens Perceptions (Uncertainty – service: Poor or Improving) as well as secondary themes for many other participants. Built upon historic perceptions of poor public service delivery where innovations, such as the use of IT, have been perceived as contributing to the citizen's problems it is not surprising that this barrier surfaced. This certainly cannot be viewed as something that can be resolved overnight either externally or with current public services.

B3 Definition of Innovation (Internal and external)

Comments concerning definition issues from **Level 1** themes: Mistaking Business As Usual (BAU) as Innovation to **Level 2:** Mistaking processes that have not happen for a while as innovation through to **Level 2:** Relationship with BAU, all appeared in the data. Also initial comments concerning **Level 1:** External Industry Recognition and the definition of innovation within the public services were identified as key as well as secondary **Level 2** barrier themes. Often ignored as a problem area for any innovation seeking public service, it is evident from the findings that confusion surrounding what innovation in the public sector actually is appears to act as a significant "barrier" to even starting any innovation journey.

G3 Delivery Pressure (Internal and external)

For most of the participants **Level 1:** Target Pressures were actively voiced. These highlighted at **Level 2:** Time Pressures (Innovation as a necessity to deliver) as a contributing factor. Further **Level 1** themes were commented upon such as, actions to counter delivery pressure. Many participants voiced secondary **Level 2** concerns: Relying on Externally resourced in past, **Level 2:** Policy Blockages as well as real concerns **Level 2**: Confusion between innovation and policy challenge.

Also at **Level 1** themes covering Management Political Pressure became evident coupled with related **Level 2** themes covering increasing Political Pressure. Although definitely a well-researched public sector barrier, under tight resource management the impacts of delivery pressure on innovation cannot be underestimated.

G4 Funding and Resources (Internal and external)

Funding and resourcing issues became evident recurring themes within the participant's data (Chapter 2, pages 59 and 77). From **Level 1:** Plan (Honesty of Management) secondary **Level 2:** Invest to benefit and subsequent **Level 3:** Funding & Resources themes, honesty in meeting intentions became a key evident strand within the analysis.

Further related **Level 1** theme were concerned with Austerity Impacts (Wasted Funds, Better use of Resources, Skills? And Wasted Time) and **Level 2:** Promotion,

Impacts on careers, resources and skills**.** Again a long term barrier faced by successive public sector innovators.

E1 Staff Perceptions

Akin to citizen's perceptions, employee's perception can be said to be "skewed" with internal information and rumour.

E1Staff Perceptions: internal organisation

Staff perceptions of innovation appear to be impacted by service issues externally to organisation embedded innovation processes and with the blocking behaviours that develop within innovation culture (Chapter 2, page.69). Why this appears to be the evident case is beyond the scope of this research but could be an interesting area of research for the future. The multi-layered themes related to **Level 1:** Organisation Pressure and secondary **Level 2**: New Organisation and department Values. Other participants were more concerned at **Level 1** with Government Bureaucracy with many unrelated participants displaying **Level 2** concerns on Bureaucracy as well. Interestingly some saw at a **Level 2** theme**:** Current innovation process also as a significant restrictive barrier.

Highlighting staff morale issues many saw **Level 1 themes covering** Enthusiasm (Transparency and Fragility of Mood) issues as well as being **Level 2** concerns with the Fragility of Enthusiasm as being a significant contributing factor to inactivity in innovation. Akin to this at **Level 2:** Transparency of Staff Enthusiasm (Transparency and Fragility of Mood) is also seen as a contributing factor.

At **Level 1:** Innovation Culture (Empowerment and Questioning Blocking) became an evident theme with **Level 2:** Organisation Culture and structure: Regulations & Culture. Further Cultural impacts can be seen in A1 page.470.

One of the key factors often quoted at **Level 1** was the Reluctance of staff to participate in innovation (Apathy and Frustration) acting as a key Idea Generation Inhibitors. Secondary comments **Level 2** related this factor to Managing Change as well as themes at **Level 2** covering Improvement happening: Change, improving work challenges issues especially **Level 2:** Government Infrastructure and IT and **Level 2:** minimal innovation state of mind and questioning culture.

Finally for this strand at **Level 1:** Service (Poor, Poor Procedures or Improving) issues were seen as a significant contributing factor.

B1 Skills and knowledge

For some the evident lack of innovation skills and knowledge were seen as significant barrier inducing factors at **Level 1:** Understanding how to innovate with secondary comments being raised covering **Level 2:** Knowledge for Innovation and activity**, Level 2:** Skills and akin to enthusiasm **Level 2:** Drive.

How do we innovate? As well as taking a hard look at a public sectors innovation capability, creativity, talent and skills base. Solutions to these issues have remained unanswered by many public service organisations for decades. So tackling it will not be easy.

B4 Interaction with internal innovation schemes

Concerns were universally raised at **Level 1** covering Continuous Improvement (Damping down Creativity: Mavericks and Innovation blocking by Standardisation) and in a separate **Level 1 theme**: Idea Generation (Dampening unorthodox behaviour and creativity). From the secondary comments it became evident that **Level 2:** Reluctance (Apathy and Frustration) – Idea Generation Inhibitors were definitely closely related to this potential barrier.

Internal innovation support schemes and mechanisms appear to be needed to often act as a potential catalyst for innovative idea generation. However they can also act as a barrier to real innovation becoming embedded and are only as good as their transparent successes. They often appear to divide opinion especially if previous poor experiences of such schemes exist as is seen from the comments raised within this study.

A1 Organisation, Culture and Structure

A key theme within organisation culture at **Level 1** was Actions as an Employer (Trust issues and Responsible Employer Perception) with many participants' secondary comments at **Level 2** concerned with Trusted Employer? Responsive Employer Behaviour.

Many saw **Level 1:** Stability perceived as needed, related with **Level 2:** Stability needed and Managing and Behaviour Change as being a contributor to barrier creation.

A key issue voiced by many though was at **Level 1:** Lack of Influence (New Embedding Organisation: Poor Internal Reporting and Poor Governance) supported by the perception at **Level 2:** Lack of Influence and Poor Reporting & Governance and at **Level 3:** Trust in Reporting. Again **Level 1:** Bureaucracy (Political Pressures, Nature of public service Work and Innovation Bureaucracy) and **Level 2:** Innovation Bureaucracy reinforced this barrier.

Finally lacking behaviours raised many concerns with **Level 1:** Culture Challenge (No Blame, Freedom to Fail and Wider Behaviour Change) and **Level 2**: No Blame culture? And the reluctance to comment on views or get involved with the Organisation Culture and structure. Such organisations appear to need a supportive innovation driven culture to allow innovation to emerge and the processes to evolve.

E2 Dynamic Innovation Processes

A key contributor voiced by many at **Level 1** appears to be individual drive, management opinion blocking and questioning management issues reinforced with **Level 2** themes covering Opportunities Generation (Technology, Exploitation / Risk and Idea Guide) Idea Generation Inhibitors and at **Level 3:** Identification of Opportunities.

Further **Level 1** themes identified included New Embedding Organisation (Poor Internal Reporting and Poor Governance) as well as **Level 1:** Senior Management Innovation Champion and Sponsor (Charismatic, Honesty Displayed and Innovation Leadership). At a secondary **Level 2** theme**:** Senior Management display (Action, Trusted delivery and Handles External Negative View) issues surfaced.

A key theme that appeared to be a central stream at **Level 1** is Teams and its related factor at **Level 1** of Middle management and staff (Management Decision Making, Time Pressures and Understanding Weaknesses). As is seen with DEPT C an innovation process can exist in a process form but may not be effective or only effective in silos due to a number of pre-existing barrier factors.

C1 Risk

There are significant system Links between **E1 and A1** from the contributing evidence identified.

At **Level 1:** Risk Aversion (Culture Change) as a pre-existing contributing factor to innovation is evident with **Level 2:** Uncertainty Risks (Knowledge of Risks and Strategic Actions impacting on Risks) related to all barriers.

Risk aversion appears to remain one of the biggest underpinning factors to all of the barriers to public sector innovation.

C2 Innovation Progress (Monitoring success etc.)

Barrier factors appear evident throughout the whole of existing innovation processes with **Level 1:** Idea Development as one of the key concerns supported with secondary comments at **Level 2:** Idea Generation and testing (Innovation Knowledge and Impact) and **Level 3:** Slow Roll-out (senior management Responses). Further secondary comments **Level 2:** Planning Restrictions (Trust & Honesty) were then supported by subsequent comments at **Level 3:** Too Busy to Innovate.

Finally at **Level 1** in this strand, Control over Future (Ability to Forecast, beneficial initiatives) was of concern to a few participants.

Lack of monitoring, and a real understanding of how to make sure innovations generated are managed so that they can “survive” through to any exploitation stage appears from the evidence to remain a key innovation barrier. The generation of a virtuous circle of innovation generation and exploitation within public services based upon western democratic models sadly still for many public services out of reach..

F1 Management and Change Behaviour

Management of change behaviour at **Level 1** surfaced especially regarding Performance Innovation (Importance of Incremental and Small Innovation) as well as also at **Level 1** the wider Technological Innovation (Technological Innovation split from Process Innovation, Special Innovation and Operational Technology Inadequacies) and the secondary related **Level 2:** Supporting Innovation Generation. (Chapter 2, page 59)

Further thematic analysis identified at **Level 1:** Management and Communications Behaviour (Too Busy, Change Blocking and Innovation Blocking) issues. This often led to the significant secondary comments at **Level 2** and **Level 3:** on the behaviours of Blockers to innovation activities. This blocking behaviour appears from the amount of responses to remain a significant challenge to any public sector innovator.

G1 **Gender, Race, Geographic location**

Surprisingly at **Level 1:** Gender and Behaviour; Differences re Innovation (Gender Bias: Quality Issues v Challenge) and even race issues were raised. However this only appeared as a minor issue.

Evident as small but real barriers to innovation engagement, surprisingly given public services strive for equality, diversity issues still surfaced as problematic along with external perceptions of previous poor innovation record.

G2 **External Market Perceptions**

Market perceptions also only raised minor issues at **Level 2** especially concerning External Market Perceptions of suppliers etc.

F2 **Internal Pressures**

Internal pressures for many raised significant concerns. At **Level 1:** Cross Government contact and Internal Innovation Diffusion supported by **Level 2:** Cross business contact, Spreading innovation & “Idea Category guidance?” have contributed to the current barriers facing public sector innovation.

Akin to delivery pressures at **Level 1:** Poor Time Response (Time Pressures and Education Impact) supported by secondary **Level 2** comments: Poor Time Response and Service Poor and **Level 2:** Internal Rumour and Stories impact on the ability for employees and managers to actively engage in innovation.

Finally, comments raised at **Level 1** highlighted concerns about current Management and Communications Behaviour (Response: Trust & Transparency:

Perception of Job or Role Security: and Poor Methods of Rejecting Innovation) and the related secondary comments regarding at **Level 2** the Security of role when innovating.

The Lack of co-ordinated networking for communication and especially innovation diffusion in many public bodies remains to be an evident barrier to the spread of innovation.

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